

Canadian Child Welfare News

Vol. IV.

OTTAWA, MAY 15th, 1928.

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CHILD WELFARE AT THE LEAGUE, 1928.

The Child Welfare Committee of the League of Nations met at the Palais des Nations, Geneva, for the entire week of March 19th. It met early, met continuously, and stayed late. Its sub-committees began at 9.30 a.m. frequently, while the plenary sessions convened at 10.00 a.m. or 10.30 a.m., and often did not rise until 8.30 or 9.00 p.m. The final session adjourned at 8 p.m. on Saturday evening. This year's sessions met in the suppressed excitement of an atmosphere created by the fact that the Disarmament Conference was meeting just "down the hall" to consider the Soviet proposals.

While the first two days of this year's meeting seemed fruitlessly wasted in lengthy discussion of the relative values and importance of several items on an overcrowded agenda, and the thorny question of the disposition of \$5,000.00 given to the Committee by the American Social Hygiene Association, in the end the Committee advanced further on the way to certain definite and constructive undertakings than any previous session. In the Juvenile Courts study, the illegitimacy legislation survey, and the inquiry into child neglect, the Committee has embarked on activities that cannot but enlist the active interest and support of child welfare agencies in many lands. Unfortunately, this has not always been true of some of the Committee's agenda items in the past.

Sederunt.

His Excellency M. Regnault, delegate of France and former ambassador of his country at Peking, was chairman of the 1928 session, with Marquis Paulucci de Calboli, delegate of Italy, as vice-chairman. Great Britain was ably represented by Mr. S. W. Harris and Miss J. I. Wall, of the Home Office. Germany sent splendid delegates—Frau Doctor Baumar and Frau Dr. Matz, both members of the German Reichstag, which now has thirty-five women "M. P.'s" Dr. Baumar handles Germany's excellent child welfare work through the Ministry of the Interior. Dr. Matz is a member of one of the two German Boards of Motion Picture Censors. In addition to the Chairman, France sent three technical advisers, M. Bourgois, also representative of France on the Advisory Committee on the Traffic in Women and Children, Mlle. Chaptal, head of the French Nursing Association, and M. Martin, of the Ministry of Labour of France. Belgium's vote was carried by Count Carton de Wiart; Denmark's by a splendid woman, Dr. Estred Hein, a prominent oculist of Copenhagen. Roumania has changed her delegate to Mlle. Romnicianio, a prominent sociologist of her country. Don Pedro Sangro y Ros de Olano and Don Emilio Amador continued as the delegates of Spain. As M. Zugimura, the able delegate of Japan, has been appointed head of the League's political section, the Committee loses his valuable services. M. Ito, of the Japanese Embassy at Paris, now carries the Oriental vote, Poland

Uruguay and the United States retain the same delegates, respectively, Senator Posner, Dr. Luisi and Miss Grace Abbott, all of whom were unfortunately absent from the 1928 session through illness.

Mlle. Burniaux, of the International Federation of Trade Unions, and Miss Jebb, of the International Save the Children Fund, were also absent through ill-health, as was Miss Julia Lathrop, United States assessor. Dr. Polligkeit, of Berlin, was permitted to follow the sessions on behalf of Miss Jebb. An important change in the assessors was the substitution of M. Valdes Mandeville, Chilean Minister to Berne, to replace Senor Valdez Valdes as representative of South America. Dr. Humbert (League of Red Cross Societies), Miss Rathbone (International Women's Organizations), Judge Rollet (International Child Welfare), Dame Katharine Furse (International Boy Scouts and Girl Guides), and the Canadian assessor were unchanged. Mr. N. Johnston acted as liaison officer for the International Labor Office, and Professor Bernard for the Health Organization of the League.

Dame Rachel Crowley, Chief of the Opium and Social Questions Section of the League, acted as secretary of the Committee.

Health.

Prof. Bernard reported to the committee on progress made by the Committee of experts appointed by the Health Section in 1926, following the Child Welfare Committee's recommendation for a study of the causes of infant mortality in various countries. This committee is conducting the study from the medical and health aspects, while the social and economic factors will be referred to the Child Welfare Committee. Twenty-nine districts, rural and urban, in seven different countries have been selected, and 6,000 infant deaths and 3,000 still-births within these areas are being extensively examined. The study has already revealed the necessity of extension in certain phases—to post vaccinal encephalitis, poliomyelitis and rickets as frightfully devastating enemies of infancy, and to immunization against diphtheria, scarlet fever, measles and whooping cough. The study is revealing beyond doubt the fallacy that the high death rate of children born out of wedlock is an inevitable bio-social fact, and showing that it responds directly to proper health and social treatment. The inquiry is already revealing the absolute necessity of more adequate and extensive pre-natal care as the *sine quo non* of any further appreciable reduction in the maternal and infant death rate.

Blind Children.

Excellent reports, with exhaustive and valuable information, were presented by various countries on the prevention and treatment of blindness among children. The report sent forward from Canada aroused considerable interest, especially in reference to the policy of the Canadian National Institute for the Blind, in attempting to have pre-school blind children cared for in their own or other private family homes. The interesting developments in home employment and marketing also aroused great interest. Dr. Hein (Denmark) was appointed to correlate the reports of the various states, and to offer a summary and recommendations thereon for next year's sessions.

Biological Education.

Possibly the longest, and certainly the most delicate discussion which has ever taken place within the Committee revolved about the proposal to devote a donation of five thousand dollars from the Am-

erican Social Hygiene Association to a study of the methods of biological education in those countries where it is carried on in the schools. Sharp cleavages of opinions and convictions were immediately evident as were two quite differing points of view as to what constituted "social hygiene." "Social hygiene" was defined by Mr. Bascom Johnston, of the American Social Hygiene Association, as "the study of racial functions applied to human relations," which would contrast somewhat with the broader definition once given in Canada by the Bishop of Toronto as "Health in the inter-relations of life." There was a definite apprehension on the part of many of the Committee members that biological education might lead to many intricate and dangerous discussions for an international committee, involving possibly definite decisions on matters of Malthusian doctrines and birth control. Though Mr. Johnston repeatedly repudiated any such connection, and stated that it would be opposed by his association, the apprehension persisted. After a very lively debate, the question was not forced to a vote, but a sub-committee was appointed, on which Mr. Johnston and the Canadian assessor served, to advise on the disposal of the funds. Endorsation was given by the Committee to a proposal of one of the French delegates, that the money should be spent on children in danger of neglect, especially "exposed to moral danger."

Neglected Children.

The Sub-Committee, after much discussion, recommended a study of the provisions for the care of children in need of protection, in a specified group of countries, and an evaluation of the results being obtained by various methods, especially by three lines of approach: first, the application of social work to the family situation affecting children in their own homes; second, the care of children removed from their own homes and cared for by institutional services; and, third, the care given by the boarding-out or placing-out system.

This study will be placed in charge of one person, appointed by the League Council, who will eventually visit the countries studied. The governments of the countries selected for study will be invited to nominate persons who will collaborate with the League appointee.

Both the United States and Canadian assessors made strong representations that North America should be included in the study, and suggested that the North American members of the Child Welfare Committee should form a special liaison group to handle the study from the trans-Atlantic angle. The proposal will likely be accepted. The study will probably include one Scandinavian country, likely Denmark, Great Britain, Germany, Belgium and France (together), Czecho-Slovakia (of the "Little Entente"), Canada and the United States (together).

If a thoroughly competent person be appointed, and if the study be prosecuted on courageous and scientific lines, the results should be of such incalculable value as to appeal to the interest and good will of countries throughout the world. It is doubtful if the committee, in its three years of existence, has yet set its feet on the pathway to a more constructive undertaking.

Illegitimacy Legislation.

At its last session, the Committee decided to inaugurate a study of the legislative provisions existing in various countries for the care and

protection of children born out of wedlock. The League Council approved of the suggestion, and in the early summer of 1927 the governments of the various countries were approached on the subject matter of a questionnaire drafted by the sub-committee appointed for this purpose. It is interesting to note that never in the history of the Social Section of the League has such a general and prompt response been received to any inquiry. This would seem to indicate the necessity and wisdom of the study. The legislation had been analyzed on a comparative basis, and was ready for distribution after presentation to the Committee. But though the study had been made with evident thoroughness and care, protests were lodged by the British delegation, by the German delegate, and by the Canadian assessor in reference to the compilation and interpretation of parts of the report. Especially did the Canadian assessor oppose the issuance of the report, with the representation of the situation as it affected Canada, as it stood. The report indicated the tremendous difficulties involved in the compilation of national data in a "federal state" such as Canada, where the differing legislation, social principles and practices of nine provinces must be examined and correlated. The Canadian Assessor argued that since such difficulties were encountered by the Canadian agencies themselves in the compilation of studies in social legislation, no serious criticism of the Secretariat was involved in the objections raised to the report, but that serious criticism would result were a report which gave a wrong impression of Canadian legislation to be circulated, after the Committee had been advised of its errors. The impression conveyed by the summary did not give a fair appraisal of Canadian legislation and practice in this field, which in six of the provinces ranked among some of the best social legislation in the world. Reference was made by the Canadian Assessor to the Manitoba, Prince Edward Island and Saskatchewan legislation, which rank with Norwegian legislation, carrying the "dual paternity" clauses, and to the legislation in *Quebec, where the unmarried mother still requires the procedure of the "family council" in the initiation of "tutor" proceedings. These indicated the widely different and interesting types of legislation prevailing on this subject in Canada. The Canadian Assessor objected particularly to any assumption that the laws formerly prevailing in England on this, or any similar subject, were *ipso facto* the basis of Canadian law and practice in the provinces, for she pointed out that it was Great Britain's, Canada's and Quebec's proud boast that the old French province had been left in secure enjoyment of its ancient laws, customs and religion.

It was finally agreed to submit the report to the governments of the countries represented therein for their consideration, and to issue it after the comment or revisions which they suggest have been received.

Juvenile Courts.

An excellent report was received from the International Penological Commission on the constitution and system of Juvenile Courts, but this report was greatly weakened by the absence therefrom of any

*See "The Legal Status of the Unmarried Mother and Her Child in Quebec." John Kerry, K.C., published by the Canadian Council on Child Welfare.

summary of the system in Canada or the United States, due to the fact that the latter countries not being members of the Commission, were not asked to participate. As the Juvenile Court originated in North America, this omission was particularly regrettable.

Canada strongly objected (carrying its objection through its delegates, to the League Assembly in 1926) to the Juvenile Courts study being assigned to the Prisons Commission, on the ground that the Juvenile Court was primarily a social agency. A compromise was arranged, that on the conclusion of this preliminary study the Child Welfare Committee would carry the study further, and include the social services of the Court. The Child Welfare Committee, this year, arranged for this further inquiry, and placed it in charge of Judge Rollet (France), Dr. Baumar (Germany) and Miss Julia Lathrop (United States).

International Conventions on Assistance and Repatriation.

For two years strong opposition had been maintained by the Canadian and United States assessors to the proposal for an international convention on the repatriation of children who had left their own countries, or had been abandoned in foreign countries. The opposition argued that the matter was not one that lent itself to international agreement, except by variation for groups of contiguous countries, and that it could not be dealt with as one question or in one agreement, but must provide in the first place for decisions as to whether repatriation was desirable for the child. As both assessors pointed out in 1926, and as the British delegation urged this year, it would not be acceptable in their countries to return summarily a young person of sixteen or eighteen years of age, or even younger, who had run away from his or her own country, on the demand of that country, without careful inquiry and study of the child's claims. Assistance, not repatriation, might often be found the most humane form of treatment. Therefore, provision should be made for the reciprocal enforcement of maintenance obligations. A sub-committee was appointed in 1926, on which the Canadian assessor sat. Due to her absence from the 1927 sessions, the sub-committee could not present a report, with her concurrence, but a memorandum prepared by her, after consultation with the Canadian government departments concerned, was circulated to the Committee.

This year, the sub-committee reported, and the Plenary Committee concurred, that the matter should be dealt with under three heads:

1. The repatriation of juveniles who have evaded paternal authority and are living in a foreign country. It was agreed that this was not a subject for international convention but for a bi-lateral treaty.
2. The repatriation or assistance of children abandoned in foreign countries.

It was agreed to deal with this subject also on the lines of a model or bi-lateral treaty.

3. The reciprocal enforcement of maintenance orders on behalf of children deserted or abandoned. It was agreed that this latter subject might lend itself to an international agreement, and a draft convention along these lines will be prepared.

The sub-committee will prepare its final drafts for the above at a meeting to be held sufficiently close to the next session of the Plenary Committee to assure the attendance of the Canadian assessor. Thus a subject which gave cause for grave concern on behalf of the North American members especially, now for the first time, promises a satisfactory and harmonious settlement.

The Feeble-Minded.

The Committee was urged to extend its agenda to include an inquiry into the care and training of children of retarded or defective mentality. The Committee felt that the subject was such a tremendous one that it required careful examination before inclusion in the agenda. It was decided to ask Dr. Simon (of the "Binet-Simon" test) to give the Committee an outline of the field, and a classification of types, etc., preliminary to the inauguration of any work on the subject.

The Canadian assessor strongly urged the inclusion of a Canadian rapporteur in any study on the subject, and referred especially to the research work being done in Canada under the Canadian National Committee for Mental Hygiene and to the auxiliary classes development, especially in Toronto.

Alcoholism.

A valuable report on the inimical effects of alcohol on child life was presented by Dr. Humbert, who had been working on the subject for over a year, at the request of the Committee. His report stressed particularly the effect of alcoholic beverages on the health and development of the child, and will be continued further likely to include social and economic aspects of the same problem.

The League itself has now agreed to appoint a Central Committee to study the whole problem of Alcoholism, so it is quite likely that the Child Welfare Committee's work on this subject will now be merged with that of the central group.

Recreation.

Three excellent reports on the relation of recreation to child welfare were prepared by Dame Katharine Furse, Dr. Baumar and Dr. Humbert. These were supplemented by an excellent study, made at the request of these members by the International Labour Office on "The Worker's Use of Spare Time.*"

Social work has laid too little emphasis on the profound influence of recreational activities on many of our social and child welfare problems. The health worker, the case worker, and other social technicians are daily perceiving more clearly the dynamic resources which may be placed at their disposal by the co-operation of the recreation agency. The League Committee is rendering valuable service by stressing this relationship, and by making available to all social workers the wealth of information contained in these reports.

The Motion Picture.

The "cinema" is one form of recreational and educational activity which always enjoys a large share of the Committee's attention.

*A summary will be published as a special article in the August Child Welfare News.

This year, an exceedingly interesting session was held because the Italian government had made possible a dream long cherished by many members of the Committee, viz., an adequately financed international institute for the production and distribution of educational and cultural films. The International Cinematograph Institute, while located at Rome, will be under the control of a governing body appointed by the Council of the League of Nations.

The Child Welfare Committee and the International Institute for Intellectual Co-operation will both be represented on the governing body.

Of tragic interest to Canada, with the memory of the Laurier Palace Theatre fire still fresh in mind, were some experiments conducted in the Committee on an inflammable film, submitted by Dr. Martin, of the Labour Department of France. It is earnestly hoped that a commercially practicable and safe film will soon be available for motion picture production.

Family Allowances.

Of great interest in Europe and Australia, but of very little general interest in Canada or the United States, is the question of family allowances legislation, whereby the wage of a married man is supplemented by a schedule varying with the size of his family. Divergent opinions exist on the subject, even within the Committee. Many European countries have adopted the system. Others are opposed on the ground that such unfair competition drives the young unmarried worker to other countries. Belgium, inaugurating the principle solely as a war measure, has recently incorporated it in permanent legislation. The French and Italian delegates both reported an appreciable effect on the birth rate in their countries.

Future Studies.

The preparation of a model adoption measure, and an inquiry into the care and training of children suffering from speech or hearing defects have been listed for early study, when the present agenda of the Committee has been somewhat lightened.

Summary.

There is no doubt that the Child Welfare Committee of the League is faced with an enormous and difficult task. The effort to attain mere cohesion in its work calls for almost impossible resources. But the good will of the members and the undoubted inspiration which the subject itself holds, both for states and committee members, carry forward heavy undertakings, which might well daunt more extensive organizations than the Secretariat has yet been able to place at the disposal of the Social Section. The creation of a Child Welfare section in the League Library this year has been one significant and valuable development. The assignment of responsibility for the Child Welfare and Opium Committees to Canada on the League Council this year has been another development of interest to Canadians, and of credit to the work the Dominion has done in both fields.

But, if the Child Welfare Committee of the League is to realize the almost unlimited power for good which is within its attainment, it must have placed at its disposal, through additional technical advisers,

assessors, committees of experts, donations, etc., such technical and research facilities for Child Welfare problems as will alone enable it to discharge its duties with credit to its own prestige and justification of the hope the countries of the League have placed in it.

C. E. W.

NEW PUBLICATIONS.

Pennsylvania's Hindered Children.

Published by Child Welfare Division, Public Charities Association of Pennsylvania, 311 South Juniper St., Philadelphia. January, 1928, 20 pages. Free on request to the Child Welfare Division.

This pamphlet contains the findings of a statewide conference on Dependent, Neglected and Delinquent Children, held under the auspices of the Child Welfare Division, at Juniata College, Huntingdon, Pa., June, 1927.

The conference was an attempt to sum up the present status and problems, and the next steps in the fields of family social work, Mothers' Assistance, Poor Relief, children's institutions, child placing, child protection, and treatment of juvenile delinquency, in Philadelphia.

THE UNITED STATES CHILDREN'S BUREAU REPORT, 1927.

Miss Grace Abbott's report, as Chief of the Children's Bureau, follows the seven major divisions of the Bureau's work, viz., Maternity and Infant Hygiene, Child Hygiene, Industrial, Social Service, Statistical, Editorial and General Administrative Divisions.

Maternity and Infancy Divisions.

This division administers the Shepherd-Towner Maternity and Infancy Act. A total of 45 States—all except Massachusetts, Connecticut and Illinois—and the territory of Hawaii were receiving the benefits of the Act at the beginning of 1928. In these areas, during the fiscal year 1927, 1,808 combined pre-natal and child health conferences were held, 21,347 child health conferences and 3,231 pre-natal conferences. The number of expectant mothers reached in 38 States reporting totalled 161,000. Special assistance was given by the Bureau to the effort to extend the birth-registration area, in which 37 States were included at the end of the year. (All the Canadian provinces are now in the Canadian birth-registration area.)

As in Canada, the expansion of the birth-registration area has meant a slight rise in the infant mortality rate for the year—the unrevised rate being 73 per 1,000 living births. It is gratifying to note an appreciable decrease in all the states co-operating under the Shepherd-Towner Act in the three-year period 1922-25 compared with the preceding three years before the Act came into full effect. Deaths from the second to the twelfth month of life (as the report states, infants are not usually received at the welfare centres until the second month of life) show a most gratifying reduction in the States where intensive work of this kind was carried on.

Miss Abbott's statements re maternal mortality compare in a most convincing way with those of the Maternal Mortality Study just concluded by the Dominion Department of Health. Miss Abbott writes,

"Much greater effort will have to be made before the unnecessary deaths among mothers from puerperal septicemia and other puerperal causes are radically reduced." The United States rate per 1,000 living births was 6.47, almost exactly the Canadian rate, revealed by the inquiry, i.e., 6.4 per 1,000. The United States rate was the highest of all countries for which comparable statistics could be obtained. Like the Canadian report, the United States report indicates a lower rate where the mothers receive pre-natal care.

Unfortunately, due to a threatened filibuster in the Senate, the Shepherd-Towner Act extension bill, providing for an extension to 1929 of the annual appropriation of \$1,240,000, which had been voted for five years to the end of 1927, was carried only with the proviso that the Act itself should be "after June 30, 1929, of no force and effect." Whether the co-operation of the Federal Government with the States under the Act will cease at this date will rest with Congress.

Child Hygiene.

The New Haven rickets study clinic, operated for a three-year period, has closed, and the data are being prepared for publication. A study of 600 Porto Rican children from 2 weeks to 2½ years of age was also made on the assumption that, if the present day conception of the etiology of rickets were correct, children born in tropical countries, living out-of-doors most of the time, and in houses without glazed windows, would likely show normal bone growth. The study would seem to bear out the contention, for in the whole group of 600 babies only one really active case of rickets was revealed,—an infant 6½ months old, who had lived for 5½ months in a cellar, lighted only by electric light.

The two-year study of posture has been completed, and the results are now being prepared for publication.

The field-work on the study of the treatment and education of crippled children in ten States of the United States has been completed.

Child Labour.

A valuable study has been undertaken in Rochester, N.Y., on the occupational history of 4,000 employed minors there, and 1,000 in Utica. The study will seek to establish the types of employment open to boys and girls going to work at different ages, and the degree to which sex, age, general and special training, etc., affect their industrial life.

The studies of children in street trades in eight cities of the United States are nearing completion, some sections being at press.

A revision of the Child Labour and School Attendance laws compilation (1915) is being completed. An inquiry has also been started on the workmen's compensation in relation to employed minors.

The compilation of work permits issued to children between 14 and 16 years of age shows that in 1926 first work permits were granted in 10 states and 24 cities (outside these states) reporting, to 107,257 children 14 or 15 years of age. On a comparable basis, the 1926 permits exceeded those issued in 1925 by 5 per cent, while 1925 represented an 8 per cent increase over 1924. The report calls attention to the fact that improved child labour laws, or enforcement, as well as economic fluctuation, may affect an increase in permits issued. An

interesting section of this part of the report deals with the effect of educational as well as age requirements in the movement of young children into industry.

Employment of Mentally Handicapped.

This valuable study covered the work histories of 171 young persons, of whom four-fifths rated below 70, who were former inmates of institutions for the feeble-minded, in the State of Illinois. Three-fourths of them had also had court records for delinquency before commitment to the institution. Most of those who had been "out" twelve months were gainfully employed, and a considerable number had worked at least half the time since their release. Most of them were in occupations requiring little or no industrial or academic training. The study would seem to indicate that it is possible for young persons of less than average mentality to earn their living at certain types of industrial work.

Delinquency.

The Bureau has been engaged in an intensive study of 972 boys' cases handled by the Boys' Court Branch of the Chicago Municipal Court in 1924 and 1925. This is the only court in the United States dealing exclusively with cases between the juvenile court age and the age of legal majority. Forty-seven per cent of the boys had neither juvenile nor other court records, 11 per cent had juvenile court records, and 27.9 per cent had other court records. Though the case rate for the year for the Municipal Court was higher than in previous years, the Boys' Court cases were lower than in any of the eleven years studied except 1923. The rate was highest in 1915. Of the 11 per cent who had previously gone through the Juvenile Court, it was found that 48.4 per cent had been committed to an institution, 20.7 per cent placed on probation, and 26.7 per cent dismissed, dropped or continued only generally.

A special study is also in preparation on the care and training of juvenile delinquents in the institutions of New Jersey.

During the year, the plans worked out in recent years for uniform reporting of Juvenile Court statistics of delinquency, dependency and neglect have been put into force. (It is hoped that further progress will be made on this project in Canada in the present year.)

Dependent Children.

A valuable study has been completed of 253 case records of 27 organizations in 11 cities, handling unmarried parenthood, on the principle of assisting the mother or relatives to assume the responsibility for the child, and to attempt normal readjustment in the community. With few exceptions, the children had been successfully absorbed into community life. More than half of the mothers desired to keep their babies at first, but some of the others required persuasion. In about a third of the cases, paternal responsibility was voluntarily assumed or enforced by court action. Only about one-half of these fathers met their obligations satisfactorily. The amounts of maintenance orders were generally inadequate. As would be expected, the fathers voluntarily assuming their obligations were more conscientious in discharging them. About one-half the mothers had married, one-

fifth marrying the fathers of their children. Some mothers were working and keeping their children with them, others supporting them in boarding homes, or with relatives. The children were not, as a rule, known as illegitimate in their communities.

Recreation.

A bulletin on the recreation of blind children was published during the year. A study of commercialized and community recreation in several cities will be published in 1928. Special assistance has been given in playground and recreation training courses.

Child Welfare Commissions and Legislation.

Excellent summaries of the work of state child welfare commissions and of child welfare legislation enacted in the various States in the past year form an interesting and valuable part of the report. As all but 2 of the 48 state legislatures met during the year, and as practically all dealt in some measure with child welfare legislation, any attempt at a summary in this review is impossible. This section well repays study by those interested in welfare legislation.

Publications.

No more valuable material is issued in the child welfare field than the publications of the United States Children's Bureau. Canadian workers should check the list of 1927 publications forming the concluding section of the report, and make sure that their files are complete before the tragic "out of print" asterisk is prefixed. The reports in preparation for 1928 or later release give promise of valuable help to Canadian workers.

The United States Children's Bureau, by the variety, excellence, and sound scientific nature of its work, is rendering all civilized nations its debtors in child welfare. And few countries so greatly benefit by its able and generous services as does the Dominion of Canada, whose social problems and practice so very frequently duplicate the experience of her near neighbour and friend.

CHILDREN'S SECTION.

CANADIAN CONFERENCE ON SOCIAL WORK.

The Canadian Conference on Social Work is an accomplished fact. Successful beyond the hopes of its most ardent protagonists, this first national general conference of recent times has emphatically demonstrated that Canadian social work has reached the stage to justify an all embracing programme organized upon national lines.

While numbers in themselves do not mean success, they certainly indicate the willingness of the workers to confer. Taken together with the enthusiasm that was evident in all directions as the Conference progressed, the registration of 700 members was conclusive justification for the faith and effort put into its creation.

Although, of course, a large proportion of the members registered were of Montreal, the conference city, the distribution by provinces indicates a truly nation-wide interest and participation. As against Quebec's 475 registrations Ontario had 182, Nova Scotia 13, Manitoba and New Brunswick each 6, Alberta 5, Saskatchewan 3, and the ex-

tremes of East and West, Prince Edward Island and British Columbia, each 2. Six registrations were also received from the United States. In all, some 46 municipalities were represented.

The programme of the Conference was of a consistently high order. It was organized in four divisions, namely: Children, The Family, Health and Community Organization, with evening general sessions.

The Children's Division, which was under the leadership of Mr. Robert E. Mills of Toronto, the Chairman of the Committee on the Child in Need of Special Care in the Canadian Council on Child Welfare, made a very notable contribution to children's work in Canada and the proceedings, when published, will be a valuable addition to its literature. Although the Conference Sessions in this division were all of a somewhat technical character, there was never an attendance of less than two hundred, and the round table discussions, which were many and varied, were nearly all embarrassed by many more present than could possibly participate in the discussions.

As the number of Conference Sessions was distinctly limited, the plan of the Children's programme was to consider matters of general application and interest in the formal sessions, depending on the round tables, upon which no limit was imposed, to meet the need for specific groups to discuss more highly specialized problems and technique.

The first Children's Session was a joint one with the Family Division on the subject of the case work method and point of view. Its title "The New Art of Helping People out of Trouble" suggests very well the non-technical treatment accorded this highly technical subject.

A thoughtful and comprehensive paper on "The Art of Helping" in general, by Mrs. G. Cameron Parker of Toronto, followed by one on "The Family in Trouble" by Miss Malca H. Friedman of Montreal, preceded an excellent paper by Miss Nora Lea of the Children's Aid Society of Toronto, illustrating the application of case work methods in several types of child welfare work. The discussion was ably led by Miss Ruth Hill of the American Association for Organizing Family Social Work.

The second session was an analysis of "Various Methods of Child Care as a Preparation for Adult Life."

The paper on "Institutional Care", prepared at short notice by Miss Effie Chestnut, Superintendent of The Haven, Toronto, laid bare many of the problems inherent in institutional life. The development of self reliance and initiative, of property sense and an appreciation of relative values, of privacy and the accompanying self respect and modesty, was handled in a positive and constructive manner that could not fail to be of value to the worker keen to make institutional care a sound preparation for life.

Most interesting papers on "Boarding Home Care" and "Adoption Care" were presented respectively by Mrs. Mabel Baker, Children's Bureau, Montreal, and Miss Jane Wisdom, Women's Directory, Montreal. The discussion was opened by Miss Margaret Nairn of Toronto and was continued in the round table on "Foster Home Problems" under the chairmanship of Mr. Robert E. Mills.

In contrast to the session on "Helping People out of Trouble" the third session of the children's programme was called "Heading off Trouble".

In a masterly address on "Reinforcing Normality through Organized Forces," Mr. Taylor Statten, of Toronto, analyzed with admirable insight and lucidity the task confronting those organizations that are endeavouring to "Lock the door before the horse is stolen". He emphasized the fact that the child learns what he practises and practises what brings him satisfaction, so that instruction by simple telling is of little avail in moulding character. The three most important elements of character to be developed were, he believed: foresight of consequences, emotional adjustment, and resourcefulness. With these in mind he urged that the organizations providing for the leisure time of the child must see that he is given a chance to purpose and plan his activity.

Various speakers showed how the principles are applied in the type of work represented by the Boy Scouts, Girl Guides, C.G.I.T., etc., the type represented by the Y.M.C.A. and Y.W.C.A., the Settlements and Clubs, and the Church. The fact that some of these groups are accustomed to think in terms of their organizations rather than of their common problems and types of service became apparent as the discussion developed.

The round table on "Club Programmes" under the leadership of Miss Gwendolyn Goldie of St. Christopher House, Toronto, was to some extent a continuation of the discussion of this session.

The concluding session of the Children's programme was a joint one with the Health Division, the common ground upon which they met being mental hygiene.

"Parent Education" was the subject of an excellent paper by Mrs. W. T. B. Mitchell of Montreal in which she developed the thesis that social work agencies must equip themselves to apply the principles worked out by psychological research. In a very concrete and practical manner Mrs. Edith M. H. Baylor of the Children's Aid Association of Boston elaborated and reinforced this proposition in an address on "Parent and Child Training from the Social Worker's Point of View".

The session was closed by a carefully prepared statement from Dr. E. P. Lewis, psychiatrist of the Department of Public Health, Toronto, on "Mental Ages and Their Significance for the Social Worker". Dr. Lewis admitted that mental ages measure a little more than inherent mental capacity and that training, experience and other aspects of environment could not be entirely eliminated. Although in general the I. Q. is thought to be fixed, a variation—plus or minus—of 6/100 is quite possible. He enumerated many of the uses of intelligence measurement for the social worker, not the least being the encouragement of enquiry along other lines.

Round table discussions on "The Children's Bureau Method of Organization", led by Mr. R. W. Hopper of Ottawa; "Delinquency", led by Mr. D. B. Harkness of Toronto and "Legal Techniques", led by Mr. George Corbett, of Montreal, filled out a very satisfying child welfare programme.

Many features of the programmes of other divisions of the Conference were of great interest to children's workers. The various discussions of "Publicity" might be specially mentioned and the Family Division programmes on "Case Work in Action" and "Desertion and Non-Support" might almost have been conceived as part of a child welfare programme.

The "Record Exhibit", prepared by a committee of the Child Welfare Council of Toronto, contained a surprising range of examples of good record practice in various social work fields. It is hoped that some means can be devised of interpreting the exhibit more effectively to those who need it most.

The final gathering of the whole Conference—the dinner—was very fittingly graced by an inspiring and instructive child welfare address, Mrs. Edith M. H. Baylor of Boston being the guest speaker and her subject "Individualized Treatment in Children's Work".

The next Canadian Conference on Social Work will be held in Ottawa in 1930 and Winnipeg was suggested for 1932. Dr. C. M. Hincks, of the National Committee on Mental Hygiene, was elected president, and Divisions of "Delinquency" and "Rural Problems" were added for the next meeting.

THE MATERNAL MORTALITY STUDY.

As publication No. 37, "Maternal Mortality in Canada," the Dominion Department of Health has issued the results of the recent careful inquiry made by Dr. Helen MacMurchy, Chief of the Child Welfare Division. Dr. MacMurchy has spent months of study and travelled extensively through the Dominion in connection with this valuable inquiry.

The study comprised the maternal deaths accruing in Canada from July 1st (Dominion Day), 1925, to July 1st, 1926. The Dominion Department of Health, through the co-operation of the Provincial Registrars-General, obtained official returns, records of the deaths of all women between 15 and 50 years of age, occurring in this period. About 11,000 returns were received. These were divided into three categories—1,202 which belonged to the inquiry, 6,998 which did not belong to the inquiry, and about 2,800 which might, on further examination, bear some relation to the first group. The physicians in attendance in the latter group were then specially circularized, asking whether the woman had been pregnant within the last twelve months, and whether this condition might have had any influence on the fatality. As a result, 330 deaths were added to the first group of 1,202, and these 1,532 cases formed the basis of the study. The physicians were asked for medical histories according to a special record form, on each of these cases. Nearly 92 per cent. of the physicians responded. In many cases of those who did not, there were explanatory circumstances, the doctor had died, had gone abroad to study, had moved, etc. Of the total maternal deaths, 151 were cases of abortion, 3 of these being "criminal." The total maternal deaths (1,532) give Canada a maternal mortality rate of 6.4 per 1,000 living births (237,199), or an average of 4 maternal deaths every day of the year. This is a higher death-rate for women from 15 to 50 years of age than occurred from any

other cause except tuberculosis. The report points out that deaths from tuberculosis occur, 84.3 per 100,000 population. The number of women exposed to deaths from maternal causes (excluding still-births) was 237,199 in 1926. The maternal death rate of 6.4 per 1,000 living births is, the report stresses, equal to a death-rate of 640 per 100,000.

The average age of the mother was 31.1 years, the youngest death reported occurring at 15 years, and the oldest at 48 years. No less than 4,305 older children were left motherless, in addition to 768 living births surviving the mother. Apart from the tremendous problems of care involved in this total, the report stresses the high infant mortality bound to occur among the 768 new-born infants left motherless. Woodbury's report* is cited in this connection, indicating an infant mortality rate of 450 per 1,000 living births for children whose mothers die within a year of their birth. If the mother dies within a month after birth, the rate is 607 per 1,000 living births.

That many of these deaths are preventable is evident by some of the reports cited in the inquiry. Two physicians had attended respectively 2,196 and 2,300 maternity cases without losing a single mother. Another physician reported two such deaths in 7,000 cases, another no maternal deaths in ten years, a second, one in 33 years, a third, one in 35 years, a fourth one in 37 years. Several reported 1,000 maternity cases and no deaths. Clinic records quoted in the report show equally satisfactory records.

Pre-Natal Care.

Of the 1,532 maternal deaths, in no less than 1,302 cases was there no pre-natal care. In only 230 cases, about 15 per cent, was there any pre-natal care. In 40 of these the physician reported that the care was of no avail, because the mother did not follow instructions, or because she came to see the doctor only once or twice at the beginning of pregnancy, and not again. This reduces the number who really received pre-natal care to 190, or 12 per cent. of the total. The Massachusetts Department of Health study in 1926 established this percentage as 11. Of the cases receiving pre-natal care, in 228 instances the care was given by a physician, in 39 by a nurse, and in 16 through a clinic, centre or hospital.†

The neglect of pre-natal care is especially significant in that no less than 276 physicians answered the question, "By what means might this death have been prevented?" By, "Pre-natal care."

The mothers do not seek pre-natal care, the inquiry states, because of their own ignorance of its value and necessity, or very frequently because of the cost involved in frequent medical service. The merely casual interest taken by the physician, whom the mother does consult, in some cases contributes also to neglect in this important period.

Obstetrical Services.

In 385 cases, 25 per cent. of the total of these deaths, the birth occurred in a hospital. Sixteen per cent. of the total number of births in the Dominion occurred in hospitals in the year 1924. The

*Publication No. 142, U. S. A. Children's Bureau. Robert Morse Woodbury, M.D.

†Naturally some of the cases would have two types of care.

report supports the suggestion of the Canadian Medical Association Hospital Efficiency Committee (1927) for a survey of Canadian hospitals, and hopes that private hospitals and nursing homes will be included.

The deaths occurred, in 110 cases, before labour. Of the total, 349 were primiparae, 963 multiparae. Forceps were used in 289 cases, or 19 per cent of the total. In this connection, Dr. Chipman (of Montreal) is quoted: "In the practice of obstetrics, nothing can be worse than an untimely, a premature interference." The New Zealand Maternal Mortality study (1921) and Dr. R. Marshall Allan's Australian study are also quoted in support of this opinion. The report itself states "Obstetric instruments have saved many lives. How many lives have they destroyed?"

Pituitary extract was used in 327 cases, 21 per cent of the total. Comment from various sources is quoted to stress the necessity of caution in the use of a drug of such potency.

Attendance.

The absence of proper post partum care is mentioned in 6 cases as the cause of death. Three per cent. of the cases (48) were attended by midwives, who were practically untrained. In eight per cent. (128) the doctor was not called until the patient was in labour. In 101 cases no doctor was present at the birth or subsequently. In 27 cases the doctor was called only when the patient was dying; in 91 cases only some days after the birth—thus 219 cases (14 per cent) had no medical attendance at the birth. In 8 cases the distance from the patient's home to the nearest doctor varied from 35 to 74 miles. The Saskatchewan system of allowing municipalities to raise by a land tax sufficient funds to provide up to \$5,000 a year for a physician is cited in this latter connection. Several other lines of suggestion are dealt with in the report and appendix.

Related Health Factors.

In 153 cases the health of the mother was poor or bad. Anaemia, typhoid fever, venereal disease, nephritis and infection of the teeth or tonsils occurred in this group.

No less than 96 of the mothers were reported as having tuberculosis. In 41 cases influenza, and in 28 cases pneumonia are mentioned in the previous medical history, while 63 mothers had both influenza and pneumonia. Thus in 132 cases these diseases contributed to the fatality.

Pre-existing cardiac disease was mentioned in 95 cases as lessening the mother's chances, and in 190 cases (including 59 of these 95) cardiac disease was given as the cause of death—a total of 226 cases.

In 19 cases the physician stated that too frequent pregnancies had weakened the mother.

Sepsis, Etc.

In 27 per cent of the whole number—418 cases—puerperal septicaemia was given as the cause of death. Phlebitis was given for 22 cases, and embolus for 87. Sir Ewen MacLean is quoted as saying that in puerperal mortality "puerperal sepsis is by far the greatest single

factor." (In all the provinces of Canada but two, puerperal septicaemia is notifiable, but this regulation does not appear to be equally enforced.)

Haemorrhage was given as the cause of death in 357 cases—23 per cent of the total—and placenta praevia in 76 cases.

The toxaeemias of pregnancy took a heavy toll—pernicious vomiting 47 cases, nephritis 80 cases, and eclampsia 195 cases—in all 322 cases or 21 per cent of the total. The report stresses the importance of the omission of salts as a preventative in the treatment of eclampsia.

Embolus (87 cases), dystocia (87 cases), shock (63 cases), and ectopic pregnancies (33 cases) also contributed heavily to these losses. In only two cases was venereal disease cited as a cause of death. The report states, "This small number is in accordance with the well-known fact that venereal disease is not, as a rule, reported on the death certificate."

Operations had occurred in 136 of these deaths.

General Factors.

In 68 cases the doctors stated that the patient was very poor, while poverty as a cause of maternal mortality was cited in 24 cases in the letters of advice from physicians.

In 3 cases, the patient's work outside the home was cited as influencing the fatality. In 67 cases, the patient was overworked with the care of other children or the home. In 27 cases, the patient had not sufficient sleep or rest.

Summary.

In the summary the report ascribes 795 deaths to the ill health or condition of the mother—general health, poor or bad, 153; heart disease, 226; influenza and pneumonia, 132; tuberculosis, 96; exhausted with home duties, 67; exhausted, lack of sleep and rest, 27; too frequent pregnancies, 26; poverty, 68.

These conditions, the report suggests, can be remedied by better home conditions, help in the home, and pre-natal care throughout pregnancy.

In 347 cases lost because of the lack of medical attendance, the remedy lies again in pre-natal care and early calling of the doctor.

The sepsis, toxemia, etc., cases, the report suggests, call again for pre-natal care, medical attendance, and more care and skill during and after labour, by doctors and nurses.

In all, the report estimates that in 1,342 cases death was due, in part at least, to the lack of pre-natal care. Further, the report suggests the medical profession and the people of Canada must be educated to take these cases "seriously enough." The facts of these 1,532 deaths must be made known to the profession and to the people. And finally, the subject must be "thought out" and attacked on proper lines. The report itself does not dictate these, but quotes valuable recommendations given in the letters of advice received during the study, as follows:

- "1. That the teaching of medical students in obstetrics be improved.

- "2. That post-graduate courses in obstetrics be provided for practising physicians; also that pamphlets be prepared and distributed to them on the best modern obstetrical technique.
- "3. "That every case of puerperal sepsis be reported to the Provincial Deputy Minister of Health.
- "4. That an enquiry into every maternal death be made by the local medical officer of health, under the direction of the Provincial Deputy Minister of Health.
- "5. That hospitals, medical societies and health departments should establish Maternity Clinics and Pre-Natal Clinics.
- "6. That the number of hospitals and outpost hospitals and public health nurses should be increased so that every mother may have the necessary care, pre-natal, natal and post-natal; and that public hospitals, maternity boarding homes and private hospitals should be properly inspected.
- "7. That Classes in Home Nursing should be organized and regularly held.
- "8. That midwives should be—
 - (a) Replaced by trained nurses;
 - (b) Trained, examined and registered.
 - (c) Abolished by law.
- "9. That "Home Helps" be provided for the mothers.
- "10. That obstetric consultants should be available.
- "11. That the Provincial Departments of Health should supply physicians with mailing packages for specimens of urine, similar to those supplied for other laboratory specimens. Printed directions *re* pre-natal care to be enclosed.
- "12. That Maternity Allowances should be established by Workmen's Compensation Boards and other public authorities."

Comment.

The Dominion Department of Health has undoubtedly rendered a valuable and courageous service in initiating and completing this study on such a comprehensive scale. It devolves upon the people of Canada to inform themselves thoroughly on the indubitable facts now so forcibly placed before them, and to see that early and effective action is taken on the basis of those facts.

At such a time, the findings of the memorable international Child Welfare Conference called by the United States Children's Bureau in Washington, in 1919, form a valuable reference. It is with such intention that they are printed with this summary of this interesting and valuable Canadian report. These findings were summarized as:

"MINIMUM STANDARDS FOR PUBLIC PROTECTION OF THE HEALTH OF MOTHERS."

"1. Maternity or pre-natal centres, sufficient to provide for all cases not receiving pre-natal supervision from private physicians. The work of such a centre should include:

- "(a) Complete physical examination by physician as early in pregnancy as possible, including pelvic measurements, examination of heart, lungs, abdomen and urine, and the taking of

blood pressure; internal examination before seventh month in primipara; examination of urine every four weeks during early months, at least every two weeks after sixth month, and more frequently if indicated; Wassermann test whenever possible, especially when indicated by symptoms.

- "(b) Instruction in hygiene of maternity and supervision throughout pregnancy, through at least monthly visits to a maternity centre until end of sixth month, and every two weeks thereafter. Literature to be given mother to acquaint her with the principles of infant hygiene.
- "(c) Employment of sufficient number of public-health nurses to do home visiting and to give instruction to expectant mothers in hygiene of pregnancy and early infancy; to make visits and to care for patient in puerperium; and to see that every infant is referred to a children's health centre.
- "(d) Confinement at home by a physician or a properly trained and qualified attendant, or in a hospital.
- "(e) Nursing service at home at the time of confinement and during the lying-in period, or hospital care.
- "(f) Daily visits for five days, and at least two other visits during second week by physician or nurse from maternity centre.
- "(g) At least 10 days' rest in bed after a normal delivery, with sufficient household service for four to six weeks to allow mother to recuperate.
- "(h) Examination by physician six weeks after delivery before discharging patient.

"2. Clinics such as dental clinics and venereal clinics, for needed treatment after pregnancy.

"3. Maternity hospitals, or maternity wards in general hospitals, sufficient to provide care in all complicated cases and for all women wishing hospital care; free or part-payment obstetrical care to be provided in every necessitous case at home or in a hospital.

"4. All midwives to be required by law to show adequate training, and to be licensed and supervised.

"5. Adequate income to allow the mother to remain in the home through the nursing period.

"6. Education of general public as to problems presented by maternal and infant mortality and their solution."

STRENGTHENING THE COMPULSORY SCHOOL LAW IN NEW BRUNSWICK.

Mr. N. Mark Mills, St. Stephen, N. B.

The compulsory school law of the province of New Brunswick is found in the Acts of the Legislative Assembly of the year 1900, Chapter 13, and is entitled "An Act Providing for Compulsory Attendance at School."

This Act has been twice amended, first by Chapter 24 of the Acts of 1908, and second by Chapter 34 of the Acts of 1911. The amendments passed in 1908 only applied to the cities of St. John and Fredericton and the towns of Chatham and Newcastle.

Before discussing the law of this province governing attendance at school, I am going to make a few general remarks on this subject, after which I will endeavor to discuss the existing law.

In the first place, I do not like the words "compulsion" or "compulsory," and in this all children of school age will agree with me, as will also a great many authorities on education. These words imply constraint, power to compel, force. It is the right of every child in this province to receive an education; it is equally the right of the State to require that each child accept the means of education provided. I think this can be accomplished, however, without heading the Act with the words "you must and "you must not." This may be only psychology, about which I know nothing from book study, but of which I have learned something from the practice of my profession.

In connection with the point in question, I notice that the Saskatchewan Act is entitled "The School Attendance Act," the Manitoba Act is entitled "An Act Respecting School Attendance," the Alberta Act is entitled "The School Attendance Act," in Ontario there are two Acts, one entitled "School Attendance Act, 1919," the other "Adolescent School Attendance Act, 1919." In Nova Scotia "Compulsory Attendance" are the words used under part 2 of "The Education Act," in the State of New Hampshire school attendance is provided for in the general law relating to schools, and in Massachusetts the provisions relating to attendance are found in the general laws, but the word compulsion is not used. All of these Acts require, however, that the child shall accept the education which the province or state provides. The compulsion is there, but it is not rubbed in.

Today I think it is acknowledged by practically everyone that the State has the right to insist that every child shall accept the education provided. While this may invade the rights of the individual to a certain extent (and though we belong to a race which for generations has always zealously guarded the rights of the individual), yet public opinion today accepts this limited invasion of the parent's right to control his or her child.

On the other hand, the parent has the right to require, and does require, that the course of study in our schools shall be adequate for this day and generation, that the teachers shall be of the best, that the buildings in which the child is to be taught shall be well heated, well lighted, well ventilated and sanitary in every way. When all these things are provided for, then the State, and only then, has the right to require the child to accept what it has provided in the way of education.

The question raised in the last paragraph makes it difficult to discuss "Strengthening the Compulsory School Law," having in mind the application of the law to the whole province. I am not prepared to state that the educational authorities and the Boards of School Trustees of this province have provided all, or nearly all that a parent has the right to expect on behalf of his child in the way of education, the method in which it shall be imparted, and the place where the child shall receive it.

However, we have an Act relating to "Compulsory Attendance at School" on the Statute Books of this province since 1906. It has not been universally adopted by cities or towns or by the school districts.

The adoption of the Act is optional with the Council in cities or towns and in school districts with the qualified voters at the annual school meeting. It has been impossible to obtain an accurate list of the cities, towns and school districts that have adopted the Act.*

There are no doubt many reasons for this, but time will not permit of my discussing them here. The cost of enforcing the Act is no doubt the reason which would be given in many of the school districts, and in some of the towns. This reason is only an excuse. Possibly the Act itself is not satisfactory, and for a few minutes I will discuss this phase of the matter. In looking up this question I have had occasion to read quite a number of School Attendance Acts, and one conclusion I have arrived at is this, that any School Attendance Law should be enforceable by the government, and should not be optional with the cities and towns and school districts. This only, however, when the educational authorities are satisfied that they and the School Boards have provided all that to which the pupil is entitled, as I have before mentioned. When they are so satisfied, then the government should take the responsibility of saying that the children of this province between certain ages, or until they have reached certain grades, shall accept the education provided, and the government should take unto itself the enforcement of the Act. There may be a great many people who will not agree with me in this, but in my opinion the optional feature of the present Act is one of its principal weaknesses.

By Section 10 of the present Act, a child over six years and up to twelve years of age need only attend school for 120 days, and if the child is over twelve, and passes a satisfactory examination in grade seven of common school work, or if the child is over thirteen, and has attended school sixty days during fourteen consecutive weeks in the preceding year, if necessity requires him to work, and he shows that fact to the satisfaction of the Board, and obtains the written permission of the secretary of such Board for such employment, he shall be exempt from being required to attend the 120 days.

This section should in my judgment be changed—it straddles the fence—it is on both sides of the question at the same time. If the educational authorities provided that a year should have a certain

*A query from this office to the Dominion Department of Labor on this matter elicited the following reply:

Part two of the School Attendance Act provides for compulsory school attendance for children between the ages of six and sixteen in those cities and towns to which Section 105 of the Schools Act applies, provided that the voters of such city or town adopt a resolution to that effect.

The Chief Superintendent of Education of New Brunswick, in a letter to this Department, states that Section 105 applies to eighteen towns and cities of New Brunswick, of which Saint John, Fredericton, Newcastle and Chatham are four, leaving fourteen towns and cities in which an age limit for school attendance may be sixteen years. He also states that there is no record in his office of the number of towns and cities which have passed resolutions to enforce school attendance from six to sixteen years of age, but that Saint John and Moncton are the only places in the province which employ a truant officer, though Fredericton sometimes looks after its truants by means of policemen.

number of school days, then every child between a certain age or until it has reached a certain grade, should be expected to attend, not 120 days, but every day, with, of course, certain exceptions. The exceptions should be definitely fixed, and Section 4 of "The Schools Attendance Act of Saskatchewan" seems to cover this point as well as any Act I have read. The Section is too long to quote here.

The ages between which a school attendance act should apply are difficult perhaps to determine, but I believe that the question should not be one of age, but of education, and that every child should attend school until he or she has passed the examinations of Grade 8, and to continue through Grades 9, 10 and 11, unless in the opinion of some constituted official or board it is necessary for the child to go to work in order to maintain himself or some person dependent upon him.

In any event, the attendance as to years or extent of education should be uniform all over the province. Under Section 7 of the Act, the expression "child" means any boy or girl between the ages of six and sixteen years of age, living in a city or town. In 1908 the Act was amended in so far as it related to the cities of Saint John and Fredericton, and the towns of Chatham and Newcastle, so that the expression "child" means any boy or girl between the ages of six and sixteen. While I believe this was a step in the wrong direction, by the same Act of 1908 the cities and towns just mentioned took another step in the right direction, as another Section provided that all children between six and sixteen should attend school during all the days that the public schools are in session, instead of one hundred and twenty days as provided for in the original Act.

If the purpose of the Act of 1906 is to compel every child in this province to receive an education, then it should not be a question of age, but what standard of education is required for the public good, and I believe a sufficient standard will not be reached in any case until the child has passed the examinations in Grade 8, and in all cases, unless the necessity before referred to prevents, the child should continue to the end of Grade 11.

In all the Acts which I have examined, however, relating to school attendance, the length of attendance appears to be fixed by the age of the child. In Saskatchewan, it is over seven and under fourteen; in Alberta, it is over seven and under fifteen; in Nova Scotia, it is over six and under sixteen; in the State of New Hampshire, over eight and under sixteen; in the State of Maine, towns may make by-laws concerning children between six and seventeen years of age not attending school, while the general school law of the State requires attendance between the ages of seven and fifteen, and the child between fifteen and seventeen who cannot read at sight and write legible, simple sentences in the English language shall attend some public day school during the time such school is in session; and in the State of Massachusetts, between the ages of seven and fourteen. New Brunswick of all the provinces and States mentioned is the only one where the bringing in force of the Compulsory School Attendance Act is wholly optional with the local community. In Nova Scotia it is optional only outside of the cities and towns. While all the provinces and States mentioned treat the matter on the basis of the age of the child, yet in each Act there is

a reference to a certain standard of education, and I believe that as years go by this standard will be raised in every province of Canada.

In Ontario, the age of attendance is between seven and fourteen, and Ontario has also passed an Act cited as "The Adolescent School Attendance Act," passed in 1919, section 3 of which applied to children between fourteen and sixteen, and which only came into force on September 1st, 1921, section 7 of which applies to adolescents between sixteen and eighteen years, and requires attendance at part-time courses for a certain aggregate of hours, and which only came into force and took effect September 1, 1923, and section 9 of the Act, which came into force after September 1, 1922, required all cities or towns over five thousand population to provide part time courses for adolescents between the ages of fourteen and eighteen years, and permits other school sections also to do so. In Ontario, the Act in so far as it relates to children between seven and sixteen, is not optional.

I repeat again that the optional feature of the New Brunswick Act is one of its weaknesses, and what is even worse, if the Act is adopted by the Council of a city or town one year, it may be repealed by a two-thirds vote of the Council at any time.

Section 14 of the New Brunswick Act provides that if a child does not attend school for one hundred and twenty days, the Board of School Trustees shall notify the parent or guardian that they are liable to prosecution under the Act unless they satisfy the Board that there was a good reason for the failure of such child to attend for the full period prescribed, and Section 15 is along somewhat the same lines. Anyone who is or has been a member of a School Board will realize what a beautiful time the member of a School Board would have in a small town when acting under Sections 14 and 15. These sections are another attempt to straddle the fence. Such clauses as "good reasons for the failure" to attend should be removed from the Act, and definite exceptions from attendance should be definitely stated. Section 19 provides the exceptions under this Act, and if they are proper ones, then Section 14 is not needed at all, and only provides an excuse for a parent or guardian to worry the School Board. I believe that Section 19, however, is too general, and more definite exceptions should be stated.

If the Act was in force all over the province, then I believe it should be amended to provide for the appointment by the government of a Provincial School Attendance officer, and I further believe that the School Attendance officer in each city, town or school district should be appointed by the respective Boards of School Trustees, and that no police officer should have anything to do with the enforcement of the Act.

Generally speaking, the Acts seem to be loosely drafted. It mentions a truant officer, and only by inference is the Board of Trustees or the City or Town Council authorized to appoint officers.

To sum up briefly my rambling remarks, I think that any law relating to school attendance should be part of the general schools act of the province; that there should not be any local option as provided by the present Act; that the Government should make the law and enforce it; that the law should provide that every child should commence attendance at school at six years of age, and continue attending

school until he or she has passed the Grade 8 examinations; and that attendance should be continued until the 11th Grade is finished, with a certain few definite exceptions to the latter provision; that all exceptions from attendance should be clearly and definitely defined by the Act, and as little left to the decision of a sympathetic Board of School Trustees as possible; that an examination of the Acts of the western provinces relating to the question, particularly to the Acts of Alberta and Saskatchewan, would be beneficial in drafting a new Act for this province, and that the sooner this is done the better.

MOTION PICTURES.

The Alberta Government has granted the request of the Calgary Council on Child Welfare for the classification of moving pictures by the Alberta Censor Board, such classification to be inserted in all advertisements, to the end that parents and guardians will not only have sufficient knowledge to direct the children within their care, but also will be held responsible for the movies that they allow their children to see.

The following sections, relative to the above-mentioned, have been extracted from the "Regulations Under Theatres Act," published in *The Alberta Gazette*. Vol. 24, No. 3, dated February 15, 1928:

Schedule "A."

(B) 1. The Board of Censors may designate certain feature pictures for universal exhibition "U," and such pictures shall be considered suitable for family use.

2. Pictures not so designated shall not be shown to children under fourteen years of age, unless accompanied by parent or *bona fide* guardian.

3. In every newspaper advertisement of a feature picture passed as a universal feature picture, the letter "U" shall appear after the title, if feasible, otherwise the words "Passed U" shall be inserted in prominent type—single column advertisements, six to ten point; double column advertisements, ten to twenty-four point.

4. Whenever heralds, handbills, notices or other forms of advertisement are distributed in any community, the letter "U" shall appear on the front of same so as to be reasonably noticeable.

5. A certificate of the Board of Censors, authorizing the showing of a feature for universal exhibition, shall have the letter "U" stamped upon it.

6. Any person who advertises a feature picture with letter "U" without proper authority shall be guilty of a breach of these regulations.

7. When so requested, a film exchange shall submit to the Board of Censors all advertising material of a particular feature picture for approval or otherwise. Notice of the disapproval of any such advertising matter shall be at once notified by letter to the film exchange forwarding same.

8. The Board of Censors shall have power to examine all posters, heralds, handbills, cuts, newspaper and periodical advertising, banners,

slides, photographs, lobby displays, and all other advertising matter in connection with films and film displays, and approve or disapprove of same.

9. Any person using or displaying any advertising matter after it has been condemned or disapproved of by the Censor Board shall be liable on summary conviction to a fine of not less than twenty-five dollars nor more than two hundred dollars with costs.

Schedule "B."

7. It shall be considered an offence under these Regulations to admit to any exhibition by cinematograph, moving picture or similar apparatus any child of school age during school hours, unless accompanied by parent or guardian, and no children under the age of fourteen, if unaccompanied by a parent or responsible person, shall be permitted to attend such exhibitions after the hour of eight o'clock in the evening.

VANCOUVER CHILDREN'S AID SOCIETY.

Annual Meeting.

The Vancouver Children's Aid Society held its annual meeting at Vancouver on February 16, 1928. Because it was the first annual meeting following reorganization and Miss Laura Holland's appointment as superintendent, excerpts from the various reports presented are reprinted here at some length.

The President, Mr. H. R. Glass, after referring to the work of the Survey, and the consequent reorganization of the plans and staff of the Society, stated that results in the reduction of admissions and of institutional population, and in the location of foster homes had already exceeded the Society's anticipations.

Miss Holland's report dealt with the eight outstanding recommendations of the British Columbia Child Welfare Survey, and the action taken to date on each. From her report we quote:

"1. Creation of a Child Protection Service.

A worker with special experience in case work was appointed in September for this purpose. During the last three months of the year 65 families, involving 154 children, have been reported to us for action. Of this number only 14 children have been admitted to the Institution, two of whom have since been returned to their parents. The remaining 140 we have reason to believe at present are being cared for satisfactorily in some other way, or are under our supervision pending other arrangements.

2 and 3. The second and third recommendations were as follows:

The Organization of Social Investigation and Supervision in Connection with Free Home Placements, and the Establishment of a Boarding Home System.

A second worker, with wide experience, was appointed in October to organize this work. We had on August 1, 170 children either in the Institution or out on a short vacation, and expected to return shortly, and 5 children in Boarding Homes. On December 31st, we had 117 in the Institution and 30 boarding. This has meant that during the last four months of the year—

29 children were placed in Boarding Homes.

15 children were placed in Free Homes.

7 children were placed in Wage Homes.

2 children were placed in Essondale.

1 child was placed in the Industrial School.

In addition 20 children were discharged from the Society during the period. This has meant a reduction of 53 in the population of the Institution, as well as a reduction of 28 in pay care.

These figures can give little idea of the amount of work entailed. Each child placed in a foster home necessitates many visits; interviewing a prospective foster parent, as well as 3 to 5 references, visiting the foster home, arranging for the foster parent to see and meet the child before an agreement is signed; often taking the child to his new home, and later visiting him at regular intervals.

This routine for each child placed, plus the numerous foster homes investigated, but not approved, shows an immense amount of work, and if, as we think they should, still more children are to be placed out, our staff must be augmented, if efficiency and a high standard of work is to be maintained.

4. The Development of Baby Care.

A beginning has been made in this direction. We have admitted, on the request of the Superintendent of the Vancouver General Hospital, those babies who were in the Infants' Hospital who did not require hospital care, realizing that neither socially nor financially was it in the interest of the community that they should remain in the hospital.

Our policy also permits us to admit any baby who socially needs institutional care, but we are of the opinion that the problem of the unmarried mother is one which can best be handled by an organization other than a Children's Agency, leaving to the Children's Agency only those babies who must be separated, either temporarily or permanently, from their parents or relatives.

5. Installation of a Case Record System.

A complete social record system cannot be installed in a day or a month, but we have already established a system, and entered all cases which have been brought to our notice since July 29th, and are gradually, as time permits, also getting the old cases entered up.

An organization such as the Children's Aid Society of Vancouver owes it to the children under its care to ascertain, when possible, at least sufficient information about their family that will enable us to plan intelligently for their education, and to assist us to maintain their physical and mental health. It is also important to have a record of such data as may be required by them later. Unfortunately, much social information that has been received verbally in the past has not been recorded, with the result that for many children, who were admitted before a social record system had been installed, it is practically impossible, even with expenditure of considerable time and energy, to obtain much information.

6. Re-arrangement and Re-habilitation of Buildings.

The buildings have been inspected by the City Fire Marshal and also by a special committee appointed by the Society for the same purpose, and their recommendations towards lessening the fire hazard have been put into effect. The former Superintendent's residence is now being used as a Receiving Home, where children on admission can be isolated for a period of two weeks before associating with the larger group, thereby lessening the hazard of spreading communicable disease. Children returning from foster homes must also go through this period of isolation, so that the building is generally in use. This has meant an additional supervisor on the staff, and is essential in the interest of the health of the children.

It is hoped that the old main building will be demolished, and that the necessary accommodation for a clearing house will be provided, either by enlarging the present baby cottage or by erecting one small building.

7. Adequate Medical and Psychiatric Service.

The Survey considered the amount of medical supervision given to children in the past had not been adequate to meet the need. We have to thank our Medical Adviser, Dr. Proctor, for having succeeded in obtaining the volunteer services of three local pediatricians, namely, Dr. R. P. Kinsman, Dr. Gordon Mathews, and Dr. E. Johnston Curtis, and Dr. E. E. Day, Nose and Throat Specialist, who have expended a tremendous amount of time in obtaining routine physical examinations, and have given very valuable assistance in maintaining the health of our children.

Our regular medical staff has been assisted by many specialists: Dr. Glen Campbell, Dr. D. E. H. Cleveland, Dr. Vrooman, Dr. F. C. McTavish, Dr. F. Patterson and Dr. Schinbein and several others have always been ready to give their services when required.

To Dr. J. G. McKay and Dr. W. A. Dobson we extend our thanks for psychiatric service. The number of children receiving these special examinations increases every month.

The Vancouver General Hospital has been most co-operative, not only in giving hospital care to those children recommended by our medical staff, but also in assisting us by sterilizing all the bedding and clothing in our successful attempt to rid the institution of scabies.

8. Need for Night Supervision.

The night watchman has been replaced by a night supervisor as advised.

Hence a start has been made in putting into effect each recommendation of the Survey, but much remains to be done in developing the work, and in giving the children still better service. This is only possible if our staff increases in the same proportion to the work allotted to us. The following figures may help to give some idea of the volume of work being done.

Days' Care Given.

The Society has given 59,005 days' care to children, either in the Institution or in Boarding Homes.

29 children were placed in Boarding Homes.

15 children were placed in Free Homes.

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Days' Care Given.

The Society has given 59,005 days' care to children, either in the Institution or in Boarding Homes.

During the year 85 children were admitted, of whom five had been previously known to the Society.

Sixty-four children have been discharged from the Society's care.

Of the children under care—

19 children have been placed in *free* homes.

12 children have been returned to parents, but are still wards of the Society.

20 children have been placed in *wage* homes.

3 children have been placed in *adoption* homes.

33 children have been placed in *boarding* homes.

On August 1st, 1927, when our present Superintendent assumed her duties, the following children were under care :

In C. A. S. Institution or out on holiday visits	170
In Boarding Homes -----	5

Total children in pay care----- 175

On December 31st, 1927, the following children were under care :

In C. A. S. Institution -----	117
In Boarding Homes -----	30

Total children in pay care ----- 147

Children in Free Homes.

The number of children who have been made wards of the Society and were still on December 31st, 1927, under the age of 18 years, and legally our responsibility is approximately 467. As 147 of these children are in pay care, this means that 329 are out in free homes. Of this number 50 have been returned to their parents, although legally they are still our wards, and 279 are in other free homes.

If these children are to receive the supervision they are entitled to, at least one more field worker should be appointed during the coming year."

Miss Holland's report also paid tribute to her Board, to the social agencies of Vancouver, to the City Relief Department, to the Service Clubs, and many other sources of assistance which the society received during the year.

Splendid reports from Miss Collins and Miss Whitman, the social workers, also featured the meeting. The latter's report was especially illuminating in revealing what can be accomplished within a few short months in developing foster homes, boarding homes, and an extensive placement programme, in a community where twelve months ago much of the very terminology of such work was known to but an interested few.

Not the least interesting item in the report of the meeting was the announcement by Mr. Thomas Menzies, Provincial Superintendent of Neglected and Dependent Children, that certain of the amendments to the Infants Act, recommended by the Survey, would be brought down this session of the Legislature.

PUBLIC LIABILITY IN THE PROVINCES OF CANADA FOR THE CARE AND TREATMENT OF CRIPPLED CHILDREN.

Revised to December 1, 1927.

ALBERTA.

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

The Hospitals Act: Sections 7 et seq.

Every municipal district (applies to municipalities generally) is charged with the duty of making provision for the maintenance or partial maintenance of its indigent residents and for their care and treatment when sick. This provision is not enforced in connection with crippled children, as the province has a special arrangement with the Junior Red Cross Society. Section 7 (4) of the Hospitals Act limits the liability of a local authority to not more than two hundred dollars in any one year for the care and treatment of indigent sick persons.

Liability of Province for Such Treatment if such Children Do Not Reside Within Any Organized Municipality.

Under the special arrangement with the Junior Red Cross, the province undertakes to provide care and necessary treatment for crippled children whose parents are unable to do so for financial reasons. A special grant of \$1.00 per day is paid by the Government for the maintenance of such children in hospital during the course of their treatment. Medical attention is given free. The grant is paid on all cases approved by the Department of Health, regardless of whether they come from organized or unorganized territory. No charge whatsoever is made on the local authority.

Power of Municipality to Collect from the Parent of the Child So Treated.

The cost of such maintenance and treatment may be recovered from any person to whom assistance was given, or from any person liable for the maintenance of such indigent. It may be recovered by a debt or added to the taxes levied and collected or enforced by any of the methods by which taxes may be collected and enforced, and in addition the municipality is given a charge upon the land owned by the indigent, or any person liable for his maintenance, and may lodge a caveat for the protection of such charge in the Land Titles Office.

**BRITISH
COLUMBIA.**

**The Hospitals
Act.**

**R. S. 1911
C 102-S 1.**

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

The municipality in which any person who is a patient in any hospital receiving aid under the Hospital Act has his permanent abode, or in which he resided for a continuous period of three months immediately preceding his admission to the hospital, shall be liable to pay to the board of management of the hospital the sum of seventy cents per day during the time that person is a patient therein.

Section 31 (1), amended 1925. This applies to crippled children as to any other patients of a hospital properly admitted, assuming that the child would not be admitted to a hospital unless it required and would receive treatment for its condition. This section applies to every patient in hospital, whether a patient himself or his guardians are necessitous or not. The seventy cents per day is payable by a municipality for every patient coming from such municipality.

Liability of Province for Such Treatment if such Children Do Not Reside Within any Organized Municipality.

In the case of a crippled child coming from unorganized territory, the province is liable, but only to the extent of the regular per capita grant, which is paid on a sliding scale, and which would be given to the hospital that treated the case. Under the regulations a hospital is expected to furnish all medical and surgical treatment which is necessary without cost to the Government, but in special cases some allowance is made to a physician who attends a difficult case.

Power of Municipality to Collect from the Parent of the Child So Treated.

Inasmuch as a municipality pays the seventy cents per day, whether a patient possesses financial means or not, there would be no object in endeavouring to collect the amount in question from the parents of the child. The intent of the amendment was that municipalities should be put in the same position as the Government, that is to say, the grant is paid for every patient regardless of the latter's ability to meet the hospital's bills. There is a proviso that a municipality shall not be responsible for a patient sent to an extra-municipal hospital except with the consent of the mayor or reeve.

MANITOBA.

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

There is no specific legislation relating to the public treatment of crippled children.

The Child Welfare Act S. 95-99.

The Hospital Aid Act S. 17 et seq.

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Liability of Province for Such Treatment if such Children Do Not Reside Within Any Organized Municipality.

In the case of a patient treated and cared for by any hospital, who is not, in the judgment of the Municipal Commissioner, a resident of any municipality within the meaning of the Act, the account of the hospital for such treatment and care, and so much thereof as has not been collected by the hospital shall be paid by the Provincial Treasurer. (Section 28, Hospital Aid Act).

Power of Municipality to Collect from the Parent of the Child So Treated.

The parent or guardian of an infant under the age of twenty-one years, whose account for treatment as a public ward patient has been paid by a municipality, is liable to the municipality for the amount paid by the municipality, and the same may be collected and sued for as in an ordinary action for debt, but if not collected from such parent or guardian, such patient and his or her estate shall not be exempt from liability, and in case of payment by such parent or guardian, such parent or guardian shall be entitled to be repaid by such infant or out of his or her estate. (Section 23, Hospital Aid Act).

fied of such fact, and unless the clerk notifies the hospital within 14 days that said patient is not a resident, the patient shall be deemed to be a resident thereof for the purposes of the Act. Sect. 17 (1).

Under the provisions of the Hos-

pital Aid Act, the municipality of

which the patient is a resident, is

liable to the hospital for the

amount of its claim against such

patient. Every such claim shall

become a debt due from the mun-

icipality to the hospital within 60

days after the receipt of such ac-

count by the municipality, and shall

bear interest thereafter at 6 per

cent per annum (S 17 (3)). Upon

admission of the patient to the hos-

pital, the clerk of the municipality

from which the patient represents

himself, or is represented, is noti-

NEW BRUNSWICK.

No legislation directed especially to the treatment of crippled children.

Public Hospitals Act.
8 George V.
C. 38 (1917)

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

The governing body of any public hospital receiving a Government grant may receive into such hospital for medical and surgical treatment, patients being non-residents of the city, town or county in which such hospital is situated, and may charge and collect from all such patients such fees for board and maintenance and treatment as may be agreed upon between the said governing body and such patient; but in case any such non-resident patient applying for admission into any such hospital for treatment from any city, town or county in New Brunswick, shall be unable or shall claim to be unable to pay fees for board, maintenance or treatment in any such hospital, the said governing body may admit such patient for treatment and all charges for his board, maintenance or treatment shall be paid, on demand, to the said governing body by the Treasurer of any city, town or county in which such patient had a settlement at the time of his admission to said hospital, from any moneys belonging to said city, town or county except County School Funds. 1. The fees charge-

Liability of Province for Such Treatment if Such Children Do Not Reside Within any Organized Municipality.

Amendment 1923 (Amendments to Public Hospitals Act 27 Cap. 5, Section 2). Excepting in cases of accident or emergency, no hospitals receiving Government grants will take for treatment cases unable to pay for their own treatment, unless a signed order for such treatment is received from the mayor, councillors, aldermen or overseer of the poor of the city, town, parish, etc., where the case has legal residence. The province only assumes liability for treatment of cases that are a public menace (such as open tuberculosis), and which do not belong to any municipality, and have no permanent residence.

Municipalities may collect for payment under Section 5 and 6 of the amended Act of 1923.

able to cities, towns or counties for the board, maintenance and treatment of non-resident patients shall be that of the average cost per diem per patient to said hospital for all the patients treated at or in said hospital for the current year or year immediately preceding the date of admission of such non-residents for treatment in said hospital.

Power of Municipality to Collect from the Parent of the Child So Treated.

"The said cost of maintenance, board and treatment may be collected by any city, town or county which has paid said cost as if the same were a tax levied against such patient in the same manner as general rates and taxes are collected, and the same may be collected by any city or town clerk, or by the County Secretary by an execution issued by the Clerk of any city or town, or by the County Secretary to the Sheriff of any county in New Brunswick."

NOVA SCOTIA.

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

There is no special or specific legislation referring to crippled children as such. But under the Hospitals Act any person requiring hospital care may be committed to the provincial hospital at Halifax, and if the patient is unable to pay, his or her maintenance is paid by the municipality.

(The Children's Hospital at Halifax takes in children from all parts of the province free of charge if local arrangements cannot be made for part or all of the cost of maintenance).

Liability of Province for Such Treatment if Such Children Do Not Reside Within Any Organized Municipality.

There are no unorganized territories in Nova Scotia. Any case admitted from any portion of the province has some municipality on which, if no other arrangement is made for the payment of its account, its bill for hospital maintenance can be charged back.

Power of Municipality to Collect from the Parent of the Child So Treated.

The municipality may collect from the patients, if they have sufficient means, the amount paid for the maintenance of such patient by the municipality.

ONTARIO.

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

The only liability of a municipality with regard to crippled children is the same as in the case of adult indigents, i.e.: Every person admitted to a hospital who pays a weekly sum in excess of \$10.00 shall be deemed to be a paying patient. (Chap. 300, Sec. 6).

Where an indigent patient requires treatment in a hospital such treatment must be paid for by the municipality to which the patient belongs. If the patient is in a position to pay over \$1.50 per day the municipality takes no action, but if not, then, on the admission of the patient to the hospital it devolves upon the hospital officials to notify the municipality from which the patient comes as to the circumstances, and this makes the municipality liable to the extent of \$1.50 per day for the duration of the patient's stay in the hospital. This grant of \$1.50 per day is supplemented by a grant of 50 cents per day from the Ontario Government for a time limit of 120 days, after which the Government grant drops to 10 cents per day.

The Hospitals and Charitable Institutions Act, R. S. O., 1914 Chap. 300.

Amended by The Hospitals and Charitable Institutions Act, 1926.

Liability of Province for Such Treatment if Such Children Do Not Reside Within Any Organized Municipality.

There is no statutory liability on the part of the province to maintain indigents residing in unorganized districts. In the case of an indigent patient admitted from unorganized territory, that is to say, territory where there is no municipal organization, these cases may be admitted to General Hospitals within the province and the provincial grant in these cases is \$2.00 per day instead of 50 cents per day, and the time limit of 120 days does not apply.

Power of Municipality to Collect from the Parent of the Child So Treated.

The municipality shall be liable to the hospital for charges for treatment not exceeding \$1.50 per day, and any payment made by the Corporation is a liability against the patient. (Sec. 23, amended by 16 Geo. V, Chapter 73).

There is no statutory liability for the treatment and payment of the costs of treatment of crippled children in Prince Edward Island. Outside of Charlottetown and Summerside there is no system of organized municipalities.

The province is no way liable for the treatment of crippled children, whether they live in an incorporated town or not. There is no system whereby an incorporated town or the province can collect from the parents. The parents are asked to pay what they can for treatment, and the Red Cross makes up the balance. In the cases for which they assume responsibility. If the parents cannot pay the Red Cross assumes the entire expenses.

PRINCE EDWARD ISLAND.

QUEBEC.

**Public Charities
Act, 11 George
V., C. 79, S. 1.**

**Liability of Municipality for the
Treatment and Payment of the
Costs of Treatment of Any
Crippled Child Whose Parents
Are in Necessitous Circumstances.**

The following may be admitted to public charitable institutions at the cost of the Government, of the municipalities and of the public charitable institutions:—

(1) Indigents who give to the authorities of the public charitable institutions in which they are received proof of their indigence.

(2) Indigents whom urgency and absolute necessity prevent for the moment from proving their indigence, providing, however, that their admission to and their stay in the public charitable institutions receiving them be authorized by the Bureau of Public Charities notwithstanding such absence of proof.

Section 21 (1-2).

In every case where an indigent person is received in a public charitable institution at the expense of the province, of the municipality and of the institution, the cost of maintenance, of the custody and of the treatment of such indigent person in such public charitable institution shall be paid, one-third by the Government, one-third by the local municipality where the indigent person has "bona fide" had his domicile for six consecutive months previous to his admission, and one-third by the public charitable institution. (32).

**Liability of Province for Such
Treatment if Such Children Do
Not Reside Within Any Organized
Municipality.**

**Power of Municipality to Collect
from the Parent of the Child So
Treated.**

The amount due by a corporation obliged to maintain any indigent in a public charitable institution shall be recovered by means of an ordinary suit. (35).

**SASKATCHE-
WAN.**

**Rural
Municipality
Act.
Sec. 198.**

Liability of Municipality for the Treatment and Payment of the Costs of Treatment of Any Crippled Child Whose Parents Are in Necessitous Circumstances.

The council of every municipality shall make due provision for the care and treatment of any person who has been a resident of the municipality for at least thirty days who falls ill and who is financially incapable of procuring the necessary medical attendance and treatment.

The Deputy Minister of Municipal Affairs is not of the opinion that "who falls ill" would apply to crippled children, but that a great deal would depend upon the circumstances of the case.

Liability of Province for Such Treatment if Such Children Do Not Reside Within Any Organized Municipality.

In the case of a child coming from an unorganized district requiring treatment there is power whereby the Municipal Department can pay for the hospital treatment of such child. (Local Improvement District Act, 1923, Section 25 (a)).

Power of Municipality to Collect from the Parent of the Child So Treated.

Where a child must be sent to a hospital and the municipality has had to make the necessary provincial arrangements for such treatment, the municipality has power to collect from the parents if they are in a position to pay at all.

ASSISTED MIGRATION.

Salvation Army Boys' Movement.

In view of certain inquiries that have been made to us, in reference to the amount of assistance being given to the Salvation Army's Migration Scheme for the training and movement to Canada of boys from their special farm at Hadleigh, England, the following facts are printed herewith:

For every boy trained and immigrated to Canada, under this scheme, the Salvation Army's Migration Service receives:

From the Canadian Government.

Towards training costs at Hadleigh..... \$10.00 per boy

From the British Government.

Towards training costs at Hadleigh (a minimum of \$15 and a maximum of \$90, dependent on length of training and number of boys trained) an average of \$30.00 per boy
Towards outfitting costs \$15.00 per boy
Towards after-care in Canada \$12.50 per boy

From Both Governments on a Fifty-Fifty Basis.

For transportation (if going further west than Ontario \$100) \$80.00 per boy

In addition the Salvation Army is permitted to collect from each boy placed in Canada, towards repayment of costs \$25.00 per boy

From the Ontario Government. (as far as can be ascertained.)

For every boy placed in Ontario \$35.00 per boy
Or, the Salvation Army receives for each boy placed in Ontario an average total of \$207.50 per boy

CHILD DEPENDENCY IN GREAT BRITAIN.

In connection with the controversy on juvenile immigration, the question has frequently arisen of the number of children dependent or neglected in England, and also the number of children or young persons living in their own homes and leaving school annually, who might presumably be available for migration to Canada. In this connection the question has also arisen of the extent to which a class of children, who generally have been successful in Canada—the children of widows and poor families—will now be provided for in their own homes in their own country by widows' pensions. Finally, discussion has taken place in reference to the possibility of the migration of youthful dependants of ex-service men or young persons, pensioned in their own right, on the expiry of their pensions in Britain. To this end, inquiries were directed to the British Home Office by the Canadian Council on Child Welfare, and the following valuable information, which requires no further comment, has been received.

Certain Statistics with Regard to Children and Young Persons.

I. Number of Children in Certain Specified Institutions.

(a) Ministry of Health, Poor Law Homes	52,084
Private institutions	9,134
(b) Ministry of Pensions	710
(c) Home Office Schools	4,018
	of whom it is estimated that about 30% or 1,272 were in the schools on account of neglect, the remainder having committed offences.
(d) Certain voluntary homes	
Dr. Barnardo's Homes	4,330
	including 1,133 under 5 years of age.
National Children's Home and Orphanage	3,976
Church of England Waifs and Strays Society	3,656
Salvation Army	108
Roman Catholic Homes	11,879

It has been roughly estimated that there are 40,000 children in voluntary homes. Some of these are Poor Law children.

II. Boarding-Out.

With regard to the Boarded-out cases, in addition to the totals given above, the following information has been supplied:

Boarded-Out Children.

(a) Ministry of Health	9,253
(b) Ministry of Pensions	2,039
(c) Home Office Schools	223
(d) Certain Voluntary Homes—	
Dr. Barnardo's Homes	3,469
Waifs and Strays Society	717
Salvation Army	315

III. Children Benefitting Under Pension Schemes.

(a) Widows' and Orphans' Act	206,822
(b) Ministry of Pensions—	
(1) Children of disabled men	215,000
(2) Children of deceased men	213,750

IV. School Leavers.

(a) Number of children leaving school between 14 and 16 is roughly	475,000
(b) Number of young persons unemployed between 16 and 18 (when unemployment benefit is payable and therefore they are registered) was (in February, 1928)	78,744

ENGLISH LEGISLATION DEALING WITH UNMARRIED PARENTHOOD.

Due doubtless to the greater propinquity and consequently freer interchange of communication and experience, of Canada and the United States, this country has become more and more familiar with the practices and principles of United States welfare legislation than of English. Yet, the basic principles of our law, and much of our administration, are British, while the undoubted preference of the Canadian public and legislators for British precedent as the guide in experimental legislation should predispose Canadian workers to a greater interest in and familiarity of British standards. Nor is the situation one-sided. The "Old Country" worker, because of ignorance of much of what has been done in Canada in the adaptation of old British principles to changing concepts of social work, frequently experiments along new lines, without the benefit of much "overseas" experience and knowledge.

Last year one province had a bitter and unforgettable experience in this lack of interchange of knowledge and ideas, when the Legislature, with no more forceful nor plausible argument than that it was "based on the new English law," repealed the excellent Adoption Act prevailing in that province and substituted a much less tested and less practicable or applicable measure, slavishly based on the English model, and violating many of the principles and practices of Canadian standards in this field.

The Council News is therefore printing, as of possible value, a summary of recent British legislation in the controversial field of unmarried parenthood laws. For this excellent summary the Council is indebted to the National Council for the Unmarried Mother and Her Child, through the courtesy of its secretary, Miss Susan Musson.

1. Registration of Birth.

The father of an illegitimate child is not required to give information of its birth to the Registrar of Births. The Registrar may not enter the name of any person as father of an illegitimate child, except by joint request of the father and mother, who must together sign the register as informants. If the child has been registered in the name of the mother only, and subsequently the father agrees to sign, the Registrar who made the original entry is able to obtain sanction for re-entry with the names of both parents. Legitimated children and children adopted under the Adoption of Children Act, 1926, are re-registered on application to the Registrar-General, and may secure new birth certificates. (See paragraphs 4 and 5.)

2. Inheritance.

An illegitimate child has no rights whatever as regards succession to the property or goods of its father, nor can any claim be made against his estate after his death, for payment of maintenance under an affiliation order. Under the Legitimacy Act, 1926, an illegitimate child may claim to share in the property of its mother, as if born legitimate, if she dies intestate and without legitimate children. If an illegitimate child dies intestate, his mother is entitled to the same share of his property as if he had been born in-wedlock, and she were the sole surviving parent.

3. Custody and Guardianship of an Illegitimate Child.

The mother of an illegitimate child is solely entitled to its custody, and (unless she subsequently marries), is responsible for its maintenance. If she fails to maintain the child, leaving it chargeable to the Guardians of the Poor, or if she illtreats or neglects it, she becomes liable to prosecution. Her rights and obligations cannot be transferred to any other individual, except by an adoption order made in a Court of Justice, under the Adoption of Children Act, 1926. (See paragraph 5); no private adoption agreement is recognized by English Law. A child may be adopted, in certain circumstances, by a Board of Guardians, under the Poor Law Acts.

The father of an illegitimate child has no right of custody or guardianship, during the lifetime of the mother. On the death of the mother, or if she is in prison or insane, an illegitimate child becomes "nobody's child," and chargeable to the Guardians. Rulings have been given in certain cases that, after the death of the mother, the father has the first claim to the child even against a guardian appointed by the mother, should he wish to assume the responsibility, but there is difference of opinion among legal experts on this point, and he certainly cannot be compelled to accept its custody. If an affiliation order has been made during the lifetime of the mother, a Court may appoint a Guardian, and may transfer, to such a Guardian or to a Poor Law Authority, the order granted to the mother.

The consent of the mother, if alive, or the person who has its custody, or if the mother is dead, of any guardian she has appointed, must be obtained to the marriage of an illegitimate child under the age of twenty-one years.

If the mother of an illegitimate child marries, her husband becomes liable for its maintenance. An affiliation order previously secured is not, however, nullified by the marriage.

4. Legitimation under the Legitimacy Act 1926.

An illegitimate child is legitimated by the subsequent marriage of its parents to each other, provided that at the date of its birth neither parent was married to a third person, and that, at the time of the marriage, the father is domiciled in England or Wales. Children whose parents had already married before January 1st, 1927, were automatically legitimated by the Act, provided the above conditions had been fulfilled. Although these children are declared to be "legitimated," the benefits conferred by the new law are of little value, unless steps are taken to secure legal evidence of such legitimation, in the form of a re-registration of birth at the offices of the Registrar-General, Somerset House, London, W. C.2. The Act states that it is the duty of the parents, or of a surviving parent, to furnish the necessary information within three months of the marriage, but the fact that such instructions have not been carried out within the specified time does not prevent an application from being made at a later date, either by the parents or the child concerned. If application is not made jointly by both parents, certain evidence of paternity will be required. It must be proved either (a) that the father has entered his name in the register at the time of the original entry of the child's birth (see paragraph 1), or (b) that the paternity of the child has been established by an affilia-

tion order or other decree to a Court, or (c) a declaration of legitimacy has been procured from a County Court or High Court. If either of the first two provisions (a) or (b) can be complied with, the application will probably go through without much trouble or legal help; in the third (c), legal advice and assistance may be necessary, and a certain amount of expense will be entailed. An application form for re-registration may be obtained from the Registrar who registered the birth in the first instance, or alternatively from another Registrar, or from Somerset House. The new certificate of birth which may be issued by the Registrar-General, when he has agreed to re-registration, will show that for some reason re-registration has taken place, but it will give no clue as to the reason for such a proceeding. Re-registration is not confined to legitimization cases, but was customary, for certain other cases, before the Legitimacy Act was passed. A legitimated child assumes the rights and obligations of a legitimately born child, with certain reservations as to inheritance.

5. Adoption.

Under the Adoption of Children Act, 1926, a legal adoption order may be obtained by a person or married couple who desire to adopt a certain child. An adopter (except in the case of a married couple adopting jointly) must be over 25 years of age, and usually at least 21 years older than the child: the adopter must be resident and domiciled in England or Wales. No child who is not a British subject may be adopted under this Act. In the case of an illegitimate child, the effect of the adoption order will be to transfer to the adopter all the mother's rights and liabilities in regard to the child, and it is laid down in the Act that the mother must be made to understand that if she consents to the adoption, the arrangement will be permanent and binding. Application for an order must be made by the would-be adopter or adopters, either to the Court of Chancery or else to the County Court, Children's Court, or to the ordinary Police Court (if there is no separate Children's Court), for the district in which the adopter or the child is residing. Applications and proceedings are carried through in private, and records are considered to be confidential. A preliminary form of application may be had on request to the court, the child's birth certificate must be produced, and the written consent of certain persons obtained; in the case of an illegitimate child, the persons who must give consent are the mother, the guardian, or any person having the custody of the child (including the representative of any public body), and if he is liable to contribute to its support, the father of the child; if the adopter is married, and it is not the joint application of both husband and wife, the consent of the other spouse must be obtained, unless there is a legal separation, or the person cannot be found. If the child had been brought up and maintained by the adopter under the arrangement of adoption for not less than two years before the Act came into force (i.e., Jan. 1st, 1926), the Court has power to dispense with any such consents. In other cases, the consent of either parent may be waived if he or she has persistently neglected or refused to contribute to the child's support, or is a person whose consent, in the opinion of the Court, should be dispensed with. The court must appoint a guardian *ad litem* to watch the interests of the child during the pro-

ceedings, and to visit and report as to the suitability of the proposed adoption. The Court has power to make an interim order for a period of not more than two years, during which time any supervision may be required by the Court; after the adoption has once been finally made, there is no supervision beyond that which affects all children under the Maternity and Child Welfare Acts, etc. No exact information can be given as to the expense of an adoption case in the Court of Chancery or County Court, but in a straightforward application through the Children's Court, the only expense is in connection with the service of the summonses to the persons whose consents are required, the cost of which is usually about 2/- each, but even this may be waived at the discretion of the Court. When the child has been re-registered in the Adopted Children's Register at Somerset House, on the instructions of the Court, a copy of the entry may be obtained which shows the date of its birth, and that it is the adopted child of its adoptive parent or parents, but contains no information as to its previous history or the surname by which it was formerly known; the history of the transaction will be preserved by the Registrar-General, but the records may not be searched, except by order of a Court. The adopted child assumes the duties and also the rights of a legitimate child, except as regards property. It cannot claim any interest in property from its adopted parents if they die intestate, nor can it claim to share in property left to "children" unless mentioned specifically by name. The adoption does not do away with its share under an intestacy from its natural parent (*i.e.*, in the case of an illegitimate child, from its mother, should she leave no legitimate child). No money may pass in respect of an adoption except by order of the Court, but the Court may take steps to ensure that the adopters shall make proper provision for the child, if they are in a position to do so.

6. Affiliation Orders.

The mother of an illegitimate child may apply to the Police Court for the district in which she resides for a summons against the alleged father, in order to obtain a weekly sum for the child's maintenance until it is sixteen years of age; at the discretion of the Court, she may also obtain the expenses of her confinement and the costs of the application; funeral expenses may be granted if the child has died before the order is made, but no case is heard in respect of a stillborn child. Proceedings may be commenced either before or within twelve months after the birth, or even after the child is a year old, if the mother can give proof in writing on oath that the father has paid money for the child's maintenance within the first twelve months. Should the putative father go abroad within the twelve months immediately following the date of the child's birth, she can summons him at any time within twelve months of his return. The fee for a summons for an affiliation order is 2/- in any court; there may in a few instances be an additional fee for its service. If the putative father is a soldier or sailor, the mother must produce the money for his fare when the summons is taken out; this does not apply to a civilian. Although a summons may be issued before the birth of the child, no affiliation case is heard until after the birth. If the summons is issued before or within two months after the birth of the child, the Court may order the weekly payments to be made from the date of birth; except in these two instances, payments

are, as a rule, directed to be made from the date of the order. No order can be made without the mother of the child being examined as a witness; her evidence must also be corroborated in some material particular by other evidence. There are varying standards of sufficiency of evidence, some Benches being satisfied with a minimum in a case where the mother appears truthful; other Benches demanding in all cases a greater amount. The fact that the mother has accepted a sum of money in consideration of which she has agreed to release the putative father from all further payments in respect of the child, or has signed an agreement to that effect, is no bar to the power of the Court to make an order; this also applies to an offer of marriage.

The maximum amount payable under an affiliation order, by a civilian is 20/-; but in the case of a soldier or a sailor in the lowest ranks, the maximum is 10/6 weekly. Either parent may at any time apply to the Court for an increase or decrease in the amount of the order, in view of any change in the father's financial position. The decision as to whether the father shall be ordered to pay the expenses incidental to the birth of the child, and as to what amount shall be payable, is left entirely to the discretion of the Court; there is no rule as to a maximum or minimum payment. In some Courts, the expenses of the mother's maintenance for a short time before and after confinement are allowed. In making their decision, magistrates may not take into account the fact that the mother is entitled to receive maternity benefit under the National Health Insurance Acts. Should the mother lose her case, she cannot be ordered by the Court to pay the costs of the successful defendant. A mother who has failed upon one application for lack of corroboration may obtain a re-hearing if she can produce new evidence, so long as the second or further application is made within the proper time. She may also, if dissatisfied with the decision of the Courts, appeal to Quarter Sessions.

Guardians of the Poor have power to obtain an affiliation order (even after the expiration of the first twelve months of the child's life) in respect of an illegitimate child chargeable to them; but the mother must appear as a witness, and no payments are recoverable except in respect of the time during which the child is actually in receipt of relief. If the mother has herself obtained an order, and her child becomes chargeable, a relieving officer may be appointed by two justices to receive payments due under the Bastardy Order during the period of chargeability. On ceasing to be chargeable, the mother may apply for an affiliation order, and the order obtained by the Guardians shall be *prima facie* evidence that the man upon whom the order is made is the father of the child. The Court may alternatively transfer to the mother or any person having custody of the child the order issued to the Guardian without rehearing the case; an application for such transfer must be made within six months after the child ceases to be chargeable.

7. Collecting Officers.

Justices of each petty sessional division or borough, are required to appoint an officer of the Court who shall carry out the duties of Collecting Officer. The Affiliation Order shall direct this officer to collect the monies ordered to be paid for the mother unless she shall for good reason otherwise desire. The Authority having control of the funds out of which the salary of the clerk of that court is paid may pay to the

Collecting Officer out of that fund a sum not exceeding five per cent on the money paid through him in pursuance of the order, as a remuneration in respect of the order.

8. Arrears of Payment Under Affiliation Orders.

If a man against whom an order has been issued falls into arrears of payment, the mother may proceed against him in a Magistrate's Court. If a collecting officer has been appointed, he may take action on behalf of the mother by her request in writing, the mother being liable for all costs "properly incurred." An order made in one court may be transferred to another court in the district to which the mother has removed. Money due under an affiliation order may be recovered by "distress" and sale of the father's goods and chattels, or he may be committed to prison if the sale of his goods would not provide sufficient money to pay the debt. On his completing the term of imprisonment, the arrears for which he has served imprisonment are no longer recoverable, and unless the Court otherwise directs, no payment may be demanded in respect of the time during which he has been in prison. After the death of the father, no proceedings can be taken against his estate with respect to an affiliation order or for arrears due, but a man is not discharged by bankruptcy from liability under such an order.

9. Seduction.

An action to recover damages for seduction may be brought in the High Court or County Court, by a parent or employer who has been deprived of the services of a daughter or employee by reason of her pregnancy, confinement or illness resulting from the seduction.

10. Criminal Assault.

Any person who criminally assaults, or attempts to assault a girl under the age of 13 years may be prosecuted and sentenced to hard labour or penal servitude. The fact that a girl has been a consenting party is no defence. Such cases should be reported to the police authorities, whose duty it is to proceed against the accused; proceedings must be instituted within nine months of the offence.

11. Criminal Abortion.

Any woman who administers to herself poison or noxious drug, or who takes other action with the intention of producing a miscarriage, or any person who assists her in such action, is liable to prosecution and imprisonment. The punishment in such cases may vary from imprisonment for a short period with or without hard labour, to penal servitude for life.

12. Powers of Local Authorities.

Local authorities have power to expend money on the provision of homes and other arrangements for attending to the health of children under 5 years of age; on food for expectant and nursing mothers and children under 5; and on accommodation in convalescent homes for nursing mothers.

13. Poor Law Relief.

Guardians of the Poor may admit an unmarried mother with her child, or before its birth to the Union, or may alternatively grant her out-relief in "kind," which may include food and medical necessities or maintenance in a suitable maternity home. Out-relief in cash may only be granted if the case is reported to the Ministry of Health and the

Ministry does not disapprove. (Article XII Relief Regulation Order, 1911.)

14. Boarded-Out Children.

Any person who accepts for reward (weekly payments or a lump sum), the care of a child under seven years, without its parent or parents, must give notice within 48 hours to the supervising authority for boarded-out children for the district. The authority in London is the London County Council, but in other parts of England and Wales, the local Board of Guardians.

Any child under five years of age comes under the care of the Local Health Authority (Maternity and Child Welfare Act, 1918), and in placing a child with a foster mother it is useful in many cases to inform the Medical Health Officer for the district of the fact in writing, in order that the child may come at once under the supervision of the Health Visitor.

15. Payment Under National Insurance Scheme.

An unmarried woman, if insured under the National Health Insurance Acts, may claim confinement benefit, and is also entitled to sick benefit during or after pregnancy, if medically certified to be incapacitated for work by bodily or mental disablement. Some Societies refuse to pay sick benefit unless the woman is incapable of doing any work at all; other societies are ready to pay for a short period before confinement, in respect of incapacity to follow the usual employment, or of pregnancy alone. These benefits are not "payable" whilst the contributor is an inmate of a hospital or similar institution supported by voluntary funds, but if the expectant mother has promised to hand over her insurance money towards the cost of her maintenance, it may be possible for this difficulty to be overcome, by arrangement with the local agent. Unemployment benefit may be claimed by an unmarried mother if insured under the Unemployment Insurance Act. Under the Widows' and Orphans' and Old Age Pension Act, 1926, a pension may be claimed in respect of an illegitimate child born to either parent before marriage, if it has been absorbed into the family of the contributor in respect of whom the pensions are to be paid, and if there is also a legitimate child. A legitimated child ranks for pension as if born legitimate. Benefit may be claimed by either parent for an illegitimate child if a dependent, under the Workmen's Compensation Acts, and the Unemployment Insurance Act.

CHILD ENDOWMENT IN AUSTRALIA.

Political developments in Australia have brought into prominence the scheme for child endowment in the various States of the Commonwealth.

An article in the Times Weekly (London, England, August 18, 1927) refers to it as one of the weapons being used to undermine the sovereignty of the States, while many State politicians see it as a "spectre of unification," since this proposal, together with other social legislation, towards which public thought is now swinging, is bringing into existence policies and problems which are slowly but surely compelling a review of the division of authority between the Commonwealth and the States.

New South Wales has partly elaborated a scheme of endowment.

Other States are similarly minded, but all are agreed that a Federal scheme would be the most satisfactory.

Quoting Mr. Bruce, the Prime Minister of Australia:

"The well-being of a nation depends upon the quality of its people. The safety of a nation may depend upon the number of its people. Accordingly, our social and industrial system ought to be of such a character that it will tend towards the increase of a truly Australian population of high quality. There is no better way of augmenting our population than by increasing the number of our Australian-born citizens who from birth are assimilated into our social system. We pride ourselves on the social order which we have created, which is designed to give to every man and woman decent living conditions. It is both logical and desirable that our children should be considered as vital factors in determining what those living conditions should be."

Mr. Bruce further declared the policy of his Cabinet:

"We believe that assistance should be limited to those wage-earners who cannot rear their families without unduly handicapping themselves. The Commonwealth cannot accept the principle that parents able to provide for their own children should be relieved of their responsibility by the community."

It is calculated that they are 1,470,000 adult wage earners in Australia. Industry, owing to the basic wage calculated on the necessities of a man, his wife and two children, is "almost certainly paying for the maintenance of 3,000,000 children, whereas the number of children under 14 dependent on wage-earners is approximately only 1,250,000." This gap is generally admitted, and we quote the Prime Minister's proposal to put the scheme on a sound economic basis:

"On the basis of a scheme of child endowment of 5s a week, to be paid to the mothers of all children under 14, the position would be as follows: It is estimated that there are in the Commonwealth 1,825,000 children under 14 years of age; to provide an endowment of 5s a week for those children would involve an annual expenditure of approximately £24,445,000. If the amount of income of those to whom child endowment were paid was limited to £300 it would mean a reduction in this figure of some £2,400,000, reducing the total amount to about £22,000,000. It follows that to provide child endowment, even on the basis of 5s a week, to those whose income does not exceed £300 a year would involve raising by way of additional taxation nearly £22,000,000. When it is remembered that the total amount raised by way of income tax by both the Commonwealth and State Governments amounts to only £24,000,000, it will be realized that the adoption of such a proposal would have a most serious effect upon the people of Australia, and the repercussion upon our general development and industrial advancement would be disastrous. I do not think that anyone with even an elementary knowledge of the economic and financial position of Australia today would suggest that we could increase our taxation by £22,000,000 a year without the most disastrous results—results which would be felt mainly by the wage-earners of the community.

"Let us now examine what a proposal to superimpose the cost of child endowment upon the existing wage bill of industry would mean. The number of adult salary and wage earners in the Commonwealth at the present time is estimated at 1,470,000. These adult wage-earners have dependent upon them a number of children under 14 years of age which is calculated at 1,125,000. To provide child endowment for all those dependent children at the rate of 5s a week would involve an amount of approximately £15,000,000 annually. The effect of imposing such an additional burden upon industry is not difficult to appreciate.

"After the fullest examination of the whole question, the Commonwealth Government has formed the opinion that it is impossible to impose the cost of child endowment upon the general revenue, or to add it to the existing obligations of industry, without having the most detrimental effect upon the general development of the country, the expansion of our industries, and the cost of living."

In the face of differing opinions among the States, it was agreed that a Federal Royal Commission should be appointed to investigate every phase of this most intricate subject.

TOO FEW WORKERS.

(Field Work Bulletin, Department of Social Service, University of Toronto, February, 1928.)

This Department is one of 24 members of the American Association of Training Schools, joining in 1919. McGill joined in 1924. Entrance requirements, content of curriculum, content of technical courses, methods of evaluating students' work are all subjects under discussion.

In a recent study made of numbers of students in training in 1925-26, fourteen member schools submitted figures—our Department was one of the fourteen—McGill evidently did not give figures. We give below the number of the graduating students in the best-known schools:

Boston School of Social Work.....	35
Carnegie School of Technology.....	8
Chicago University	11
New York School of Social Work	22
University of Toronto	16

In commenting upon the above figures, Porter Lee, of the New York School of Social Work, and secretary of the Association, says: "While the supply of social workers in a few fields is larger than the demand, *at present there is a much greater demand for well-trained workers than can be met.*" He continues: "The whole movement of training for social work has less organized backing from social workers themselves than is true of professional workers in other fields." This latter statement is not true of Toronto, where the support given the school by local social workers has been most generous, though it has not extended very far in the matter of recruiting students for training. The thing which, in fairness to this Department, must be made clear is

that a scarcity of trained workers is not a local matter, but true also of the United States with its many schools. We need more schools of training in Canada, and we also need to work out methods of recruiting for the schools already in existence.

It is very definitely the opinion of authorities whose advice upon the question has been asked, that the major responsibility for recruiting should not rest upon the schools. Robert Kelso, of Boston, said it was one of the responsibilities of the Community Chest Movement. The New York School of Social Work is, of course, sponsored directly by the Charity Organization Society, which Society has definite recruiting policies. The Alumni Association of the New York School has a recruiting plan.

The Alumni Association of this Department is interested in recruiting, and has given tacit expression to this interest through its yearly Scholarship. Some reshaping of its Scholarship policy is intended.

In Toronto, in addition to the Federation for Community Service, there are several Councils—there are also Alumni Associations of a number of schools and colleges. There are Service Associations. Most of these declare their interest in social work. Would not the founding of scholarships for promising potential workers be a useful form of social service?

The whole question of recruiting relates itself closely to two other questions—entrance requirements and salaries. We want the very best that we can get in personality and education. At the present time there are members of the graduating class of 1928 who have high academic standing. They have spent two years and considerable money on this special training. They themselves say that two years is all too short a training period. They are accepting positions at considerably less than they received in other occupations prior to entering training for social work. One of these said: "Of course we do not expect to begin in a new profession just where we left off in the old—still, it is difficult to decide to give up the higher salary." We should be sorry to see any social worker become too mercenary. On the other hand, a large number of the women in social work have inherited responsibilities which compare very closely to the ones men voluntarily assume. Yet their salaries remain for the most part very small. It is a circle—recruiting—standards—salaries! Scholarships which would assist capable people to take courses without too much financial sacrifice might be one good way of breaking into the circle!

WITH THE HOUSES OF PARLIAMENT

The following legislation affecting child welfare has been introduced in the Houses of Parliament of the various provinces of the Dominion during the session 1927-28:

Alberta.

Bill No. 33, 1928—An Act to Amend The Workmen's Compensation Act (Accident Fund).

Bill No. 34, 1928: A Bill to Amend the Children of Unmarried Parents'

- Act. (Note: This Bill provides that in proceedings under the same, the woman or the putative father may be examined as to his or her means.)
- Bill No. 39, 1928: A Bill to Amend the Domestic Relations Act, 1927. (Note: This Bill provides for an appeal in the case of protection orders, and allows another person to apply for the wife for a summons against the husband in the event of non-payment of the sum fixed by the protection order.)
- Bill No. 40, 1928: A Bill to Amend the Theatres Act. (Note: The Act gave the Lieutenant-Governor in Council power to make regulations respecting the attendance of children at entertainment halls. The Bill gives similar power with regard to attendance at theatres.)
- Bill No. 45, 1928: A Bill to Amend the Private Hospitals Act. (Note: This Bill provides—(a) for the raising of the fee from \$5 to \$10, with a provision for lowering the fee, intended to cover the case of small hospitals, and (b) for a return to the Provincial Board of births, still births and deaths in a private hospital.)
- Bill No. 48, 1928: A Bill to Amend the Solemnization of Marriage Act. (Note: This Bill provides that civil servants issuing marriage licenses are only to receive such commission as may be prescribed by Order in Council, and lowers the marriage age for Indians living on a reserve from 16 years to 14 years.)
- Bill No. 51, 1928: A Bill Respecting Sexual Sterilization. (Note: This Bill provides for the sterilization of inmates of mental hospitals, after examination by a Board.)
- Bill No. 64, 1928: A Bill Respecting Legitimation by Subsequent Marriage. (Note: This Bill is a copy of an Act prepared by the Commissioners for Uniformity of Legislation in Canada. The repeal of the Intestate Succession Act, which contained the law of the Province on this subject, renders the Bill necessary.)
- Bill No. 70, 1928: An Act Respecting The Alberta Women's Bureau.
- All of these Bills were assented to on March 21, 1928.

British Columbia.

- Bill No. 2, 1928: An Act to provide for the Medical Inspection of Public Schools.
- Bill No. 38, 1928: An Act to amend the "Infants Act." (This Bill implements several of the legislative recommendations of the B. C. Survey.)

Manitoba.

- Bill No. 57, 1928: An Act respecting the Department of Health and Public Welfare.
- Bill No. 68, 1928: An Act to Provide for Old Age Pensions.
- Bill No. 89, 1928: An Act to amend "The Child Welfare Act."

Nova Scotia.

- Bill No. 87, 1928: An Act to amend Chapter 129 of the Revised Statutes, 1923, "The Workmen's Compensation Act."
- Bill No. 119, 1928: An Act to amend Chapter 133, Acts 1923, entitled An Act to Incorporate the Maritime Home for Girls" as amended by Chapter 133, Acts 1927.

Bill No. 130, 1928: An Act to Provide Pensions for Public School Teachers.

Bill No. 189, 1928: An Act to Amend Chapter 129 the Revised Statutes, 1923, "The Workmen's Compensation Act."

Ontario.

Bill No. 109, 1928: An Act to amend The Boys' Welfare Home and School Act.

Bill No. 117, 1928: An Act to amend The Children's Protection Act.

Bill No. 118, 1928: An Act to amend The Adoption Act.

Bill No. 119, 1928: An Act to amend The Children of Unmarried Parents Act.

Bill No. 120, 1928: An Act to amend The Juvenile Courts Act.

Quebec.

Bill No. 38, 1928: An Act respecting Workmen's Compensation.

Bill No. 58, 1928: An Act to amend the Quebec Public Health Act.

Bill No. 160, 1928: An Act respecting the creation and maintenance of Provincial Sanitary Units.

Bill No. 176, 1928: An Act to amend the Quebec Election Act respecting voting by women and qualifications as candidates.

Saskatchewan.

Bill No. 21, 1928: An Act to amend The Succession Duty Act, 1923.

Bill No. 22, 1928: An Act to provide for Old Age Pensions. (Passed.)

Bill No. 51, 1928: An Act to Amend The Child Welfare Act. (Passed.)

Bill No. 58, 1928: An Act to amend The School Act. (Passed.)

Bill No. 59, 1928: An Act to amend The Secondary Education Act, (Passed.)

Bill No. 60, 1928: An Act to amend The Public Health Act, 1924. (Passed.)

Bill No. 74, 1928: An Act to make Uniform the Law respecting the Distribution of Estates of Intestates.

Bill No. 79, 1928: An Act to provide for the Education of Deaf and Blind Persons. (Passed.)

Bill No. 82, 1928: An Act to amend The School Attendance Act.
(This legislation will be dealt with in detail in the August *Child Welfare News*.)

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(Received February to April, 1927.)

Health.

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Ophthalmia Neonatorum. An analysis of the laws and regulations relating thereto in force in the United States. Treasury Department, United States Public Health Service, Washington, D. C., U.S.A.

Nineteenth Annual Report of the Children's Hospital of Winnipeg, 1928

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The Canadian Red Cross Society, Annual Report, 1927. Issued by the Canadian Red Cross Society, Toronto 5, Ont.

Report of the Department of Health, Montreal, 1926.

Vital Statistics, Fifth Annual Report, Canada. Dominion Bureau of Statistics.

Calgary's Child Welfare Week, Program and Health Topics, April 9 to 14, 1928.

Tenth Annual Report of Protestant Infants' Home and First Annual Report of Protestant Children's Hospital, Ottawa, Canada, 1927.

London Child Welfare Association (Ontario), Report of Supervising Nurse, January 1 to December 31, 1927.

Delinquency.

"Fit and Proper"? A Study of Legal Adoption in Massachusetts, by Ida R. Parker, Associate Director Research Bureau on Social Case Work.

Boletin del Instituto Internacional Americano de Proteccion a la Infancia, Montevideo (Uruguay).

Fifteenth Annual Report, Director of Child Welfare, Province of Nova Scotia, for the year ending September 30, 1927.

Child Welfare in New Jersey, Part IV.—Local Provision for Dependent and Delinquent Children in Relation to the State Program, U. S. Department of Labor, Children's Bureau, Publication No. 180.

The Marsh Foundation School. First Year Book, 1927. Van Wert, Ohio, U.S.A.

Protection of Children. The Thirty-fourth Report of Superintendent Neglected and Dependent Children of Ontario, Toronto, 1927.

Delinquency.

The Toronto Juvenile Court, Report for the Year, 1927.

Annual Report of the Big Brother Movement, 1927, Toronto, Ont.

Seeking and Saving, A record of child-saving and rescue work at home and abroad. Reformatory and Refuge Union, London, England.

The Newer Justice and the Courts. 1927 Proceedings of the National Probation Association, Inc., 370 Seventh Avenue, New York, U.S.A.

Bulletin de la Commission Pénitentiaire Internationale, Decembre, 1927. Enquête sur les Tribunaux pour Enfants.

Report of Juvenile Court London and Middlesex, Ontario, January to December, 1927.

General.

From Ocean Unto Ocean. The Twelfth Annual Report of the Council for Social Service of the Church of England in Canada, 1927.

Report of the Department of Labor for the Fiscal Year ending March 31, 1927.

Eight Report of the Technical Education Branch of the Department of Labour, Canada, for the Fiscal Year ending March 31, 1927, Ottawa.

The League of Nations Non-Partisan Association, Inc., New York City, U.S.A. International Guide to Material Descriptive of Many Lands and Peoples: The Eighth Birthday of the League of Nations: Education for International Co-operation: A Study Course on The League of Nations, The World Court and the International Labor Organization: The Eighth Assembly of the League of Nations: League of Nations News: International Relations for Children, suggestions for Teachers and Leaders.

Association to Promote Proper Housing for Girls, Inc., January 1, 1927 to January 1, 1928, New York City, U.S.A.

The Canadian Nation, published by The Association of Canadian Clubs, Ottawa.

L'Enfance Aveugle en Belgique and L'Enfance Aveugle, Etude de droit comparé sur les principales mesures législatives prises en faveur des enfants aveugles, Association Internationale de la Protection de l'Enfance, Bruxelles.

Minutes of a Conference of the Canadian Council of Immigration of Women, held at Ottawa, February 27, 28, 29, 1928.

Education, Organa de la Direccion de Estudios de Pinchincha, Quito-Ecuador.

Demonstration Experiment in Vocational Guidance and Placement, a Report to the Board of Education of the City of New York made by the *Vocational Service for Juniors*, with a Proposed Program for Vocational Guidance in the Junior High Schools and Placement of Children between 14 and 17 in New York City.

The Women's Institutes, Annual Report of Quebec Province for the Year Ending March 31, 1927.

The Commonwealth Fund, Annual Report, 1927, 1 East Fifty-seventh St., New York, U.S.A.

The Public and the Motion Picture Industry, Seabury. Macmillan Publishing Co., \$3.00.

Family and Child Welfare Studies in Pennsylvania, 1921-1926.

By Hugh P. Brinton, Jr. A bibliography compiled through the co-operation of the Department of Sociology, University of Pennsylvania, and the Child Welfare Division, Public Charities Association of Pennsylvania, and published by the Committee on Philanthropic Labour, Philadelphia Yearly Meeting of Friends, 15th and Race Sts., Philadelphia, December, 1927. 43 pages. A limited number of copies are available for free distribution on request to the Committee on Philanthropic Labor, 1515 Cherry Street, Philadelphia.

The Bibliography lists 182 studies, including the following topics: standards of living, Mothers' Assistance, Poor Relief, the visiting housekeeper, Americanization, family health, tuberculosis, housing, unemployment, desertion and non-support, child welfare legislation, charitable bequests for children, child marriages, child health, education in its social aspects, recreation, child labor, dependent and neglected children, and juvenile delinquency.

In regard to each study the Bibliography indicates: The title; subject; author or person in charge of the study; the organization under whose auspices the study was made; the form of report, and the publisher, if any, the price, if the report is for sale; and for an unpublished report, the place where the report may be consulted.

A comprehensive index covers authors, titles, subjects (cross-referenced where necessary), organizations, cities and counties.

(Child Welfare Division, Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia, Pa.)

"WELFARE WORK IN MODERN ITALY."

Editorial Note.

Due to the fact that the manuscript for this article, appearing in the February 15th issue of the *Child Welfare News*, was written by one member of the staff and proofed by another, certain useful references were omitted. These are printed herewith for the benefit of our readers.

See Odon Por—"Fascism," especially Appendix II and Appendix III, for the programme of Fascism and for the Statutes of the Corporations.

Gorgolini's "Fascist Movement in Italian Life" is one of the best works on the subject.

"Red Caps and Black Shirts," a London press correspondent's views of early Fascism, is unfortunately out of print.

Mario Missiroli issued also a small pamphlet on Fascism, but it is almost impossible to get a copy.

Several pronouncements in the *Observatore Romano*, the official organ of the Vatican, are most illuminating in revealing the relations between the Quirinal and the Holy See.

The Survey Graphic, March, 1927.

Cipriano Oppo—See "Italian Art of To-day." *Survey Graphic*, March, 1927, p. 718.

Edward Lindeman—See "A New Challenge to the Spirit of 1776." *Idem* p. 679.

Rocco—See "Faith and Works." *Idem* p. 702.

Sanford Griffith—See "Before and After the March on Rome." *Idem* p. 726.

Irene de Robilant—See "The Rôle of Women." *Idem* p. 708.

Arnaldo Frateili—See "Figures of Literary Italy." *Idem* p. 712.

The statistics on migration, labour, etc., have been extracted from various publications of the International Labour Office and casual publications prepared for distribution for the Italian "Labour Day" celebrations. This is the great fête day of the Fascist Corporations. The writer of the article had the good fortune to be present for these celebrations in Venice under Rossoni in April, 1926, in Rome during the attack on Mussolini in the same year, and in Milan during the Matteotti disturbances in 1924.—(Ed.)

PUBLICATIONS OF THE CANADIAN COUNCIL ON CHILD WELFARE.

Free to Members. Extra Copies on Request.

- *No. 1. The Spiritual and Ethical Development of the Child, 1922.
- *No. 2. British Columbia's Child Health Programme, 1923.
- *No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- *No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
- No. 5. The Juvenile Employment System of Ontario, 1923.
- No. 6. A Statistical Review of Canadian Schools, 1923.
- *No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and a Model Dietary for Children's Home, 1924.
- *No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- *No. 9. The Child of Canada's Hinterlands, 1924.
- *No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- *No. 11. Courts of Domestic Relations, 1924.
- *No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- *No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- No. 15. Juvenile Immigration Report No. 2, 1925.
- No. 16. Special Training for School-Age Children in Need of Special Care (3rd Edition, 1927).
- No. 17. The Juvenile Court in Canada, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also.)
- No. 19. The Child in Industry: Progress 1920-25, and Recommendations 1925-30.
- No. 20. Progress in Education and Recreation, Canada, 1925-30.
- No. 21. A Guide to Your Reading on Child Welfare Problems, 1927. (A Short Classified Bibliography.)
- No. 22. Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1926.
- *No. 23. Teaching International Relationship (to children), 1927.
- No. 24. The White List of Motion Pictures Children Will Like, 1927.
- *No. 25. Canada and the World's Child Welfare Work, 1927.
- No. 26. Progress 1920-25 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- No. 28. Child-Placing, 1926.
- No. 29. Canada and the International Child Labour Conventions (August 1, 1926).
- No. 29a. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labour Conventions (August 1, 1926).
- No. 30—Study Outlines of Some Child Welfare Problems in the Canadian Field, 1927.
- No. 31. The Story of the Curly Tails, 1927. (In English and in French.)
- No. 32. What is Malnutrition?
- No. 33. The Home Training of the Blind Child, 1927.
- No. 34. The Juvenile Court in Law and the Juvenile Court in Action, 1927.
- No. 35. Infant Deaths in a Canadian City, 1928.
- No. 36. Child Welfare Legislation in Canada, 1926-27.
- No. 37. The Recidivist Group and Custodial Care, 1928.
- No. 38. Sex Education in the Child Welfare Programme, 1928.
- No. 39. "Several Years After." Report of Juvenile Immigration Survey, 1928.
- No. 40. "In Answer to Your Query" (Directory of Child Welfare Agencies), 1928.
- No. 41. Maintenance Costs of Children Granted Public Aid in Canada. (At Press.)
- No. 42. Recreation: A Suggested National Programme, 1928.
- No. 43. Canadian Legislation re the Age of Consent and the Age of Marriage, 1928.
- Charts—(Wall Size)—**
 - Nos. 1 & 7. Infant Mortality Rates in Sixty Canadian cities (Statistics 1925 and 1926).
 - No. 9. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1926.)
 - Nos. 2 and 9. Why Our Babies Die. (Statistics, 1925 and 1926.)
 - No. 4. Illiteracy Breeds Illiteracy, 1928.
- Posters (at cost)—**No. 1, "The Gay Adventurers." No. 2, "The Protection of the Child." No. 3, "Every Canadian's Heritage." No. 4, "Baby's Stomach is Very Small." No. 5, "Have You a Clean Bill of Health?"
- Pre-Natal Letters—**(In English and French). A series of nine letters giving pre-natal help and advice. (Free.)
- Patterns—**Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost.)
- Diet Folders—**Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost.)
- Health Record Forms—**For the use of physicians, clinics, conferences, etc. (At cost.)
- Record Forms—**(1) Child's History. (2) Family History. (For the use of children's agencies, institutions, etc. (At cost.)
- Quarterly—**Canadian Child Welfare News, issued on the 15th of February, May, August and November.
- Annually—**Proceedings and Papers of the Annual Meeting and Conference.

*Out of print.

Canadian Council on Child Welfare

408 PLAZA BLDG., OTTAWA, CANADA.

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.

OBJECTS.

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health, and otherwise, the general aims of the Council:
 - (1) By an annual deliberative meeting, held preferably in September or May, of each year.
 - (2) By the activities of subsections of membership on Child Hygiene, The Child in Industry, Recreation and Education, The Child in Need of Special Care, The Spiritual and Ethical Development of the Child.
 - (3) By affording a connecting link between the Child Welfare Division of the Federal Department of Health, and the Councils' constituent bodies.
 - (4) By such further developments of the general program of Child Welfare as may be recommended from time to time by the Executive or any sub-committee thereof.
2. To arrange for an annual conference on Child Welfare matters.
3. To co-ordinate the Child Welfare programs of its constituent bodies.

MEMBERSHIP.

The membership shall be of two groups, institutional and individual.

- (1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Child Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in Child Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.
- (3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

FEES.

1. National Organizations, Annual Fee, \$5.00—Representatives: 3.
 2. Provincial Organizations, Annual Fee, \$3.00—Representatives: 2.
 3. Municipal Organizations, Annual Fee, \$2.00—Representatives: 1.
 4. Individual Members, Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Council and the Executive, all members will be grouped according to their registration by the Treasurer.
- Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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